

**CABINET: THURSDAY, 23 MARCH 2023 at 2.00 PM**

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A Cabinet Meeting will be held in CR 4, County Hall - Multi Location Meeting on 23 March 2023 at 2.00 pm

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### **PAUL ORDERS**

Chief Executive

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 23 MARCH 2023**

**CARDIFF'S LOCAL WELL-BEING PLAN 2023-28**

**LEADER (COUNCILLOR HUW THOMAS)**

**AGENDA ITEM: 1**

**Reason for this Report**

1. To enable the Cabinet to approve Cardiff's Local Well-being Plan (attached at **Appendix 1**) for consideration by Council on 30 March 2023, noting that publication will be subject to approval by all statutory members of the Cardiff Public Services Board.

**Background**

2. 'Stronger, Fairer, Greener', the administration's policy statement approved by Council in July 2022, sets out a commitment to continued close working with partners, building on the enhanced partnership working of the Covid-19 response, to resolve some of the most pressing challenges facing the city's public services:

*'We will, 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.'*

3. The Cardiff Well-being Plan sets out the priorities for partnership working and the agreed joint outcomes of the members of the Cardiff Public Services Board over the period 2023-28. In doing so, it provides a framework for the delivery of the administration's Stronger, Fairer, Greener priorities which fundamentally require collaboration between the Council and its public sector partners. It also ensures that the Cardiff PSB, which is chaired by the Leader of the Council, is able to discharge its responsibilities under the Well-being of Future Generations Act.

**The Cardiff Public Services Board**

4. Established in 2016, the Cardiff Public Services Board (PSB) is a statutory board, required under the Well-being of Future Generations Act (2015). As noted above, it is chaired by the Leader of Cardiff Council and its membership is drawn from the city's public and third sector leadership.

5. Under the Well-being of Future Generations Act, the Cardiff PSB is statutorily required to:
  - i. Undertake a Well-being Assessment, to assess the state of economic, social, environmental, and cultural well-being in its area. This must be undertaken every 5 years and be published in advance of local elections, as well as no later than a year before the Cardiff PSB publishes its Local Well-being Plan (see point iii).
  - ii. Set Well-being Objectives that are designed to maximise the PSB's contribution to the national well-being goals, as defined by the Well-being of Future Generations Act.
  - iii. Publish a Local Well-being Plan which sets out its local objectives and the steps it proposes to take to meet them. A revised Plan is required to be published every 5 years and must be published no later than one year after each ordinary election.
  - iv. Carry out and publish an annual review of their plan showing progress.
6. In addition to setting local objectives and the steps proposed to meet them, the Local Well-being Plan is statutorily required to:
  - Explain why the PSB considers that meeting the local objectives will contribute to achieving the national well-being goals.
  - Explain how the local objectives and steps have been set in response to the local well-being assessment.
  - Specify time periods within which the PSB expects to meet the objectives.
  - Explain how steps are taken in accordance with the sustainable development principal.
7. In producing the Local Well-being Plan, the PSB is required to consult widely, through a:
  - 14-week consultation with the Well-being of Future Generation's Commissioner on how to take steps to meet the local objectives to be included in the plan. This must take place prior to public consultation on the draft plan.
  - 12-week statutory consultation on the draft Well-being Plan.
8. The Local Well-being Plan must be approved by the decision-making body of each of the board's statutory members, and finally by the PSB, no later than one year after the local elections.

## Development of Cardiff's Local Well-being Plan

9. [Cardiff's Local Well-being Assessment](#) was published in March 2022, identifying the key opportunities and challenges facing the city – both today and in the future. As well as an analysis of key data sets, trends over time and performance relative to other areas, such as Welsh Local Authorities, the assessment drew upon an extensive body of data and literature, including a number of major reports. As part of the Local Well-being Assessment the Cardiff PSB also published a '[Cardiff Tomorrow](#)' report considering the future trends that would impact the city over the years ahead.
10. The Cardiff Well-being Assessment was produced in tandem with the Cardiff & Vale Regional Partnership Board's (RPB) [Population Needs Assessment](#). Population Needs Assessments are required under the Social Services and Well-being (Wales) Act 2014. The assessment considers the needs for care and support amongst the residents of Cardiff and the Vale of Glamorgan, and the range and level of services required to meet that need.
11. Taken together, the Cardiff Local Well-being Assessment and the Cardiff & Vale Population Needs Assessment provide a comprehensive assessment of place. These reports, as well as the [2020 Future Generations Report](#), allowed the Cardiff PSB and the Cardiff & Vale RPB to draw together the wide range of priorities for Cardiff and the Vale of Glamorgan.
12. Following this assessment – and as agreed by the Cardiff PSB - a programme of work was undertaken by public service partners to develop a more focused list of partnership priorities for inclusion in the Well-being Plan. It was agreed that Cardiff PSB priorities should be assessed against the following criteria:
  - Can the priority only be addressed through strategic partnership working (i.e., not through core business/ the statutory responsibility of one organisation)?
  - Does the priority require partnership working between two or more members of the PSB and/ or RPB?
  - Does the priority require partnership working on a Cardiff and/ or Vale Glamorgan geographical footprint?
13. The strategic partnership priorities by identified by this work, including a new set of Well-being Objectives, was agreed by the PSB and submitted to the Future Generations Commissioner for advice in July 2022. The response from the Commissioner was received on 21 September 2022.
14. On 5 October 2022, the Cardiff PSB approved a draft of the Well-being Plan for public consultation. Prior to launching the consultation, Cardiff Council's Policy Review and Performance Scrutiny Committee (PRAP) considered the draft Well-being Plan at its meeting on 18 October 2022.

The recommendations of PRAP and the Council's response are attached as **Appendix 2** and **3**.

15. The 12-week statutory consultation on Cardiff's Draft Well-being Plan ran from 28 October 2021 to 20 January 2023. The following statutory consultees were provided with a copy of the draft Local Well-being Consultation as part of the consultation:
  - The Future Generations Commissioner
  - The Board's invited participants
  - Its other partners
  - Such of the persons who received but did not accept an invitation from the board under Section 30 as the board considers appropriate.
  - The local authority's overview and scrutiny committee
  - Relevant voluntary organisations as the board considers appropriate.
  - Representatives of persons resident in the area
  - Representatives of persons carrying on business in the area
  - Trade unions representing workers in the area
  - Such persons with an interest in the maintenance and enhancement of natural resources in the board's area, as the board considers appropriate.
  - Any other persons who in the opinion of the board, are interested in the improvement of the area's economic, social, environmental, and cultural well-being.
16. In relation to direct public consultation on the draft Well-being Plan, the Plan was made available on the PSB's Website, with an online survey which focused on the Well-being Objectives and priorities for partnership working. The consultation was promoted via the Council's social media channels, to the Citizen Panel (5,000 people), through networks and community groups and in community buildings. Over 600 responses to the online survey were received.
17. To supplement direct consultation on the Wellbeing Plan, the PSB also commissioned a broader summary of the results of major consultation and engagement undertaken by partners over the course of 2022 (['Consultation Overview Report'](#)), which is published on the Cardiff PSB's website. The report:
  - Summarises the key findings from a number of consultation and engagement exercises undertaken by PSB members over the course of the past year.

- Presents the headline results by Well-being Objective
  - Highlights any specific issues raised by key demographic groups based on an analysis of the results by demography.
18. In response to the feedback from the Future Generations Commissioner, citizen engagement and submissions from stakeholders as part of the consultation, and the views of Scrutiny, the draft Well-being Plan was revised and approved in principle by Cardiff PSB on 15 February 2023.

### **Cardiff's Well-being Plan**

19. Cardiff Public Services Board's Well-being Plan contains the following seven Well-being 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
  - One Planet Cardiff
  - Modernising and Integrating our Public Services
20. These are consistent with the Council's Well-being Objectives, as contained in the Corporate Plan. For each Well-being Objective, the plan lists the 'priorities' or the steps that the city's public services, together, will take forward over the next 5 years. As highlighted, the priorities focus on delivering 'collaborative advantage' in areas which fundamentally require joint working between one or more of the public services.
21. The Plan is complementary to the strategic plans and well-being objectives of each PSB member (summarised in **Appendix 1A**). The contribution of the Plan and its commitments against the national well-being goals as defined under the Well-being of Future Generations (Wales) Act, as well as timescales for delivery, can also be found as an appendix to the Well-being Plan (see **Appendix 1B**).
22. The Cardiff Well-being Plan has been developed in tandem with the Regional Partnership Board's Area Plan to ensure strategic alignment and avoiding duplication of priorities and delivery between the two statutory boards. Where the main responsibility for delivery of Well-being Plan priorities sits with the Regional Partnership Board this has been clearly marked in the Plan.
23. Progress will be measured against a combination of national, regional, and local 'outcome' indicators which were developed and agreed in partnership with PSB members. as listed under each Well-being Objective. The latest data is available on [Cardiff's online city-wide dashboard](#), a live resource enabling progress to be monitored as the Well-being Plan is taken forward. As required under the Well-being of Future Generations Act, an annual report will be published on progress

against the outcome indicators and priorities/ steps in the plan. This report is provided to the Council's Policy Review and Performance Committee, which has oversight of PSB activities.

## **Partnership Governance and Delivery Arrangements**

24. To deliver the Well-being Plan's new priorities for partnership working, a review of partnership governance and delivery arrangements on a Cardiff and Vale regional footprint has been undertaken to ensure that they reflect the new priorities identified in the Well-being Plan, that there is clarity over responsibilities and accountabilities for delivering partnership priorities, and that the complex and fragmented statutory arrangements work in a streamlined and connected way. The findings and recommendations of the review, including proposals for a new partnership governance structure which sets out responsibilities and accountabilities, including information sharing between the PSB and RPB, was considered by the Cardiff PSB on 15 February 2023. In addition to simplifying the local arrangements, the review sought to ensure that each priority had associated delivery arrangements and a line of sight to either the Cardiff PSB or Cardiff & Vale Regional Partnership Board.
25. This local partnership governance review aligns with the engagement currently underway at a national level on strategic partnership working. In 2020, the Welsh Government published a [Review of Strategic Partnerships](#) report which recommended that, while there was no support for standing down any specific partnerships, work to align partnerships should be '*built from the ground up, with Public Services Boards (PSBs) and Regional Partnership Boards (RPBs) taking a strategic leadership role.*'
26. The Welsh Government's Programme for Government includes a commitment to '*Keep regional partnership working under review with local partners*'. In fulfilling this commitment, the Minister for Finance and Local Government is conducting an engagement exercise with the chairs of a range of strategic partnerships to gather reflections on progress since the [Review of Strategic Partnerships](#) report. The result of this exercise is expected in early 2023. The Cardiff PSB is sharing the findings of the local review of partnerships with the Welsh Government to inform their national work.

## **Reason for Recommendations**

27. To enable the Cabinet to approve Cardiff's Local Well-being Plan for consideration by Council on 30 March 2023, noting that final adoption of the Plan will be subject to the approval of all statutory members of the Cardiff Public Services Board.

## **Financial Implications**

28. The Corporate Plan sets out delivery outcomes that are in alignment with the delivery of the Cardiff Well-being Plan and the Council's 2023/24



Financial Budget. Implementing these strategic priorities and improvement objectives will need to be in accordance with the amounts set out in the 9 March 2023 Budget Report which included both revenue and capital budgets for 2023/24, the indicative Medium Term Financial Plan for the period up to 2027/28 and the indicative Capital Programme for the period up until 2027/28.

29. Where objectives contained in the appendices will be subject to further detailed reports these will be accompanied by a robust business case. These reports will include sufficient financial detail in order to set out the full and robust financial implications as well as be fully informed of associated risks.

### **Legal Implications**

30. The Council is a statutory member of the Public Services Board, set up under Part 4 of the Well-Being of Future Generations (Wales) Act 2015 ('WBFG Act'), for the local authority, the Local Health Board, the fire and rescue authority and Natural Resources Wales to act jointly to improve the economic, social, environmental and cultural well-being of their area by contributing to the achievement of the national well-being goals set under the WBFG Act.
31. As set out in the body of the report, the Public Services Board is required to prepare and publish a Local Well Being Plan ('the Plan'), which sets out the local well-being objectives and the steps that it proposes to take to meet them, in order to maximise the Board's contribution to delivering the well-being goals within its area. The Plan must be prepared having regard to the legislative requirements, including a statutory consultation process, set under Chapter 2 of Part 4 of the WBFG Act and the statutory guidance issued by the Welsh Government: [SPSF3 Guidance Update \(gov.wales\)](#). These matters are addressed in the report.
32. The Council will need to be satisfied that the Local Well-Being Plan aligns with the wellbeing objectives set out in Cardiff's Corporate Plan.
33. The Local Well-Being Plan must be published within one year after the date of the ordinary local government elections, that is, by 5 May 2023. Before publishing the Plan, it must be approved by each of the Public Services Board's statutory members, of which the Council is one.
34. In considering this matter the decision maker should 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 and (i) 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). 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.
36. 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.
37. The approval of the Local Well-Being Plan on behalf of the Council is a non-executive function, which requires the approval of full Council.

### **Impact Assessments**

38. An Equalities Impact Assessment [EIA] is attached at **Appendix 4** and a Child Rights Impact Assessment [CRIA] is attached at **Appendix 5**. Findings from these assessments have informed the proposals set out in this Cabinet report. Further impact assessments will be completed for any additional specific areas of risk identified following this Cabinet decision.

### **HR Implications**

39. There are no direct HR implications arising from this report. However, the Council's directorates will all have a key part to play in the achievement of the objectives set out in the Well-being Plan. The areas identified in the Workforce Strategy 2023 – 2027 will be key requirements to ensure that the Council has in place the right roles and employees with the necessary skills, to deliver the key initiatives set out in the plan.

### **Property Implications**

40. There are no further specific property implications in respect of the Local Well-being Plan 2023-28 Report. Where the Council has any property transactions or valuations required to deliver any proposals, they should be managed in accordance with the Council's Asset Management processes and in consultation with relevant service areas, such as Legal, as appropriate.

## **RECOMMENDATIONS**

Cabinet is recommended to approve the Well-being Plan for consideration by Council on 30 March 2023.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Paul Orders</b> Chief Executive
	17 March 2023

*The following appendices are attached:*

- **Appendix 1** – Cardiff Well-being Plan
- **Appendix 1A** - Cardiff Public Services Board Members – Strategic Plans
- **Appendix 1B** - Well-being Objectives – Contribution to the National Well-being Goals and Timescales
- **Appendix 2:** Recommendations of the Policy Review and Performance Scrutiny Committee
- **Appendix 3:** Response to the recommendations of the Policy Review and Performance Scrutiny Committee
- **Appendix 4:** Equality Impact Assessment
- **Appendix 5:** Child Rights Impact Assessment

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# Cardiff Well-being Plan 2023-28



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# Context

## What is Cardiff's Public Services Board?

Cardiff's Public Services Board (Cardiff PSB) brings together the city's public service leadership and decision-makers, including those from the Local Authority, Health Board, Natural Resources Wales, Welsh Government, the Third Sector and the Fire, Police and Probation services. The purpose of the PSB is to improve the economic, social, environmental and cultural well-being of Cardiff by strengthening joint working across the city's public services.

## What is a Well-being Plan?

Every five years, Cardiff PSB is required to produce a new Well-being Plan. This is Cardiff's second Well-being Plan, covering the period 2023-2028.

The Well-being Plan sets out the Cardiff PSB's priorities for action over the next five years, focusing 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.

The Plan contains 'Well-being Objectives', areas for action that the Cardiff PSB have identified as being most important. It also contains 'Priorities' or the steps that the city's public services, together, will take forward.

The Well-being Plan should therefore be seen as a complementary document to the strategic plans and Well-being Objectives of each PSB member (which are summarised in Appendix A), focusing on delivering 'collaborative advantage' in areas of city life and public services which fundamentally require joint working between one or more of the public services.

The Plan responds to a wide-ranging evidence base on the quality of life and public services in Cardiff, and how these might change over the years to come. This includes:

- [Cardiff's Local Well-being Assessment](#): a comprehensive study of the quality of life in Cardiff undertaken in 2022. The assessment includes a '[Cardiff Today](#)' report, which identifies where the city is performing well, where it needs to improve and its key challenges, and a '[Cardiff Tomorrow](#)' report, which sets out the long-term trends facing Cardiff and the impact these will have on the city's public services.
- [The Cardiff and Vale Population Needs Assessment](#): an assessment of the needs for care and support amongst the residents of Cardiff and the Vale of Glamorgan, and the range and level of services required to meet that need.
- The views of the people of Cardiff (please refer to page 5 for an outline of the approach to consultation).

## Well-being of Future Generations Act

The Well-being of Future Generations (Wales) Act 2015 is about improving the social, economic, environmental and cultural well-being of Wales. It requires public services to work together through Public Services Boards to improve the well-being of each Local Authority area and contribute to the seven national well-being goals. The contribution of this Plan and its priorities against the national well-being goals, as well as timescales for delivery, can be found at Appendix B.

The Act is designed to help improve the well-being of local communities and deliver more sustainable public services by ensuring that public bodies 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 (known as 'the five ways of working').

Importantly, the Well-being Objectives and priorities contained in the plan should not be viewed in isolation, but as a mutually reinforcing programme of change which, collectively, will help public services in Cardiff respond to the pressures they are under and improve the lives of the people of Cardiff, particularly the city's most vulnerable citizens.



## Reflecting on Cardiff's Local Well-being Plan 2018-2023

The Cardiff PSB published its first Well-being Plan in 2018, setting out Well-being Objectives and partnership priorities for action over the period 2018 to 2023, with an overarching ambition to make sure that, for generations to come, Cardiff is an even better place to live and work and where the benefits of growth are felt by all citizens, the region and nation.

Since that time, partners have worked together and have already made significant progress, as highlighted within the [Local Well-being Assessment \(2022\)](#). Cardiff PSB's [final Annual Report on its Local Well-being Plan 2018-23](#) reflects on progress made – against each Well-being Objective – over the lifetime of the Plan. Major achievements include:

- Helping to lift people out of poverty by achieving Living Wage City status, with PSB members leading the way and becoming accredited Living Wage employers.
- Progressing the journey towards becoming a Child Friendly City, with the rights of the child at the centre of city recovery and renewal following the pandemic.
- Launching the Cardiff & Vale Move More, Eat Well Plan, driving forward a whole-system approach to tackling obesity and health inequalities.
- Becoming the first authority in Wales to join the World Health Organisation's (WHO's) Global Network for Age-friendly Cities and Communities.
- Launching the Staff Healthy Travel Charter, setting out a number of commitments to help encourage employees to make the switch to sustainable modes of transport.

- Establishing a Climate Emergency Board, bringing together local public sector partners, as well as the city's Universities and utility companies, to support the delivery of the city's One Planet Cardiff Strategy and Action Plan.
- Convening a cross-public service response to the Covid-19 pandemic, with the introduction of new governance arrangements which ensured strategic support and information sharing at every level.

## Why do we need a new Well-being Plan?

Whilst significant progress has been achieved, Cardiff, like all cities, is facing a number of persistent and major challenges. In particular, managing recovery and renewal from the Covid-19 pandemic; ensuring that population growth and economic success benefits all citizens; reducing the inequity gap between the city's most and least deprived; meeting the needs of an ageing population; responding to increasing demands on health and social services; and urgently making the systemic changes needed to mitigate the impacts of climate change and decarbonise the city.

No one public service can respond to these challenges alone. It will require close partnership working between Cardiff PSB members and other organisations in the public, private and third sectors, and most importantly of all, with the citizens of Cardiff. The ambition remains to ensure that, for generations to come, Cardiff is an even better place to live and work, and where the benefits of growth are felt by all citizens, the region and nation. The PSB has therefore agreed to retain its original Well-being Objectives, although 'Cardiff Grows in a Resilient Way' has been renamed 'One Planet Cardiff', with this Well-being Plan setting out refreshed partnership priorities for action over the next five years, and beyond.



## How did we develop the Well-being Plan?

In March 2022, Cardiff PSB published its [Local Well-being Assessment](#), which identifies areas where the city is performing well, where it needs to improve and its key challenges, including [future trends](#). At the same time, the Cardiff & Vale Regional Partnership Board (RPB)<sup>1</sup> published its [Population Needs Assessment](#), which contains an assessment of care and support needs amongst the residents of Cardiff and the Vale of Glamorgan, as well as the range and level of services required to meet that need.

Using the findings of the Cardiff Local Well-being Assessment and the Cardiff & Vale Population Needs Assessment<sup>2</sup>, as well as taking into account the [2020 Future Generations Report](#), work began to review the objectives for improving the well-being of Cardiff. As part of this work, and in response to the range of issues identified within the assessments, Cardiff PSB and the Cardiff & Vale RPB worked together to produce a list of the wide range of priorities for Cardiff and the Vale of Glamorgan.

Following this, a further exercise was undertaken to develop a more focused list of priorities for inclusion in the Well-being Plan, that would enable progress against each of Cardiff's Well-being Objectives.

Priorities were assessed for inclusion using the following criteria:

- They can only be addressed through **strategic partnership working** (i.e., not through core business/ the statutory responsibility of one organisation).
- They require partnership working between **members of the PSB and/or RPB**
- They require partnership working on a **Cardiff and/or Vale of Glamorgan geographical footprint**.

In order to test and discuss the resulting proposed list of priorities for partnership working, a workshop was held in early July 2022, bringing together policy and data leads from public and third sector organisations across Cardiff and the Vale.

Following the workshop, on 21 July 2022, an amended list of proposed strategic partnership priorities by well-being objective was created and submitted to the Future

Generations Commissioner for advice. The response from the Commissioner was received on 21 September 2022.

This led to the development of a draft Well-being Plan for consultation, which was approved by the PSB at its meeting on 5 October 2022. The draft Plan was also considered by Cardiff Council's Policy Review and Performance Scrutiny Committee (PRAP) – which has overarching responsibility for the scrutiny of Cardiff's Public Services – at its meeting on 18 October 2022.

## Consultation

The 12-week statutory consultation on Cardiff's Draft Well-being Plan ran from 28 October 2022 to 20 January 2023. As well as providing statutory consultees with a copy of the draft Plan, an online survey – which focused on the Well-being Objectives and priorities for partnership working – was made available on the PSB's website. The consultation was promoted via the Council's media channels, to the Citizens' Panel through networks and community groups and in community buildings.

The Cardiff PSB also agreed that the most recently published annual 'Ask Cardiff' survey results would be used to supplement the results of the direct consultation on the Well-being Plan. The Ask Cardiff survey gives people living and working in Cardiff, as well as those visiting the city, the chance to share their experiences of public services. The survey is well established in Cardiff – it has been running since 2002 and, as a citizen survey, has one of the highest response rates of any local authority in Wales or UK Core City.

The findings of the online survey and Ask Cardiff, as well as other relevant surveys, including the Child Friendly City survey, were analysed, ensuring that the Well-being Plan and the PSB's priorities for partnership working align with issues identified by citizens. The findings can be found [here](#). Conversations with Cardiff's communities will be maintained moving forward, as a focus is placed on delivering the priorities.

This Plan therefore takes into consideration the feedback from the Future Generations Commissioner, citizen engagement, formal submissions from stakeholders and the views of Scrutiny.

<sup>1</sup> The Cardiff and Vale Regional Partnership Board was established by the Social Services and Well-being (Wales) Act 2014 to ensure local health boards, local authorities and the third sector work together to deliver services, care and support that meets the needs of people who live in Cardiff and the Vale.

<sup>2</sup> **Please note:** the Cardiff Local Well-being Assessment and the Cardiff and Vale Population Needs Assessment provide a snapshot in time, having been based on the latest data available at the time - 2021 Census data had not been released when the assessments were published, for instance. Evidence gaps and data limitations are considered within both assessments. Where possible, this Plan, including the priorities, has been evaluated to ensure that the most recently available data - at the time of writing - has been referenced and taken into consideration.



## How will we deliver our priorities for partnership working?

Delivering the Well-being Plan's priorities for partnership working will require action across multiple timescales and levels, from the immediate and operational, to the long-term and strategic.

To deliver on the priorities for partnership working, a review of partnership governance on a Cardiff and Vale regional footprint has therefore been undertaken. The review focused on ensuring that partnership governance arrangements reflect the new priorities identified in the Plan, that there is clarity over responsibilities and accountabilities for delivering partnership priorities, and that the complex statutory arrangements work in a streamlined and connected way locally.

The review therefore recognised that each priority needs a 'home' and a line of sight to the Cardiff PSB or Cardiff & Vale RPB.

Where the RPB is proposed to lead on oversight and delivery of partnership priorities (in Well-being Objectives 1 and 2) this is clearly identified within the Well-being Plan.

## Measuring Progress

Progress will be measured against a combination of national, regional and local outcome indicators as listed under each Well-being Objective.

The outcome indicators provide objective measures of the city's performance; the trends they measure are difficult to influence directly and no single body or organisation can be held accountable for delivering them. As a result, no target is set against them.

The latest data is available on [Cardiff's online City-wide Dashboard](#). The Dashboard brings together a number of data-sets, grouped by different themes, to present a picture of life in Cardiff. The data can be viewed over time and, where available, compared with other areas or broken down to sub-Cardiff level.

Progress against the Well-being Plan's indicators and priorities will be reported on annually, as part of the PSB's Annual Report.<sup>3</sup>

Please refer to the '**Measuring Progress - Outcome Indicators**' section on page 58 for a complete list of the indicators.

<sup>3</sup> **Please note:** the frequency at which the data is updated varies for each indicator. The data source also varies for each indicator and may change over time as new information becomes available, or current sources are amended or cease to be published. The first Annual Report against this Well-being Plan will provide a baseline for each indicator moving forward, although this data may be subsequently revised in future reports.



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# Cardiff Today and Tomorrow

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## Cardiff Today

Cardiff is a great place to live. Levels of general health in Cardiff are high; life expectancy is increasing, and the city is performing above the Welsh average across a range of healthy lifestyle indicators. Education attainment has risen every year in Cardiff since 2012<sup>4</sup> and Cardiff schools now rank amongst the top performers in Wales. As the economic powerhouse of Wales, Cardiff continues to play a vital role in creating jobs and wealth for the people of the city and the wider city region, accounting for 19% of Welsh Gross Value Added (GVA) and the wider Capital Region also creates over half the economic output of Wales. Furthermore, Cardiff is a safe place to live with the second lowest crime rate of comparable cities in England and Wales.

However, there are still areas of challenge – not least the current cost of living crisis, where rising inflation and energy price increases are putting pressure on the incomes and well-being of households across the city, impacting vulnerable individuals and families the hardest. As with other cities in the UK, significant and entrenched inequalities exist in Cardiff. In terms of income deprivation, almost one fifth of the Lower Super Output Areas (LSOAs) in Cardiff are ranked in the most deprived in Wales, the third highest proportion of all Welsh Local Authorities. This turns to over a third when looking at LSOAs in the ‘Southern Arc’ – an area stretching from Ely in the West to St Mellons in the East with a population of approximately 155,000 people. If the Southern Arc of Cardiff were a single local authority, it would be by some margin the most deprived in Wales.

Furthermore, whilst levels of general health in Cardiff are high, Cardiff also has clear health inequalities across the city, with wards in the Southern Arc again most deprived. There is ample evidence that social and environmental factors, including education, housing,

air quality, employment status, income level, gender and ethnicity have a marked influence on how healthy a person is. For instance, the Covid-19 pandemic exposed how existing inequalities, such as deprivation, low income, and poor housing, were associated with an increased risk of becoming ill with the disease. The indirect health and well-being impacts of the pandemic are also important to consider; for instance, decreases in activity levels were seen during the restrictions and levels have not yet recovered. The long-term health and wellbeing consequences of the Covid-19 economic crisis are likely to be unequally distributed, exacerbating health inequalities for individuals from poorer and disadvantaged backgrounds, ethnic minority groups and deprived communities.

Children and young people, in particular, witnessed significant disruption to their daily lives as a result of the virus. Following the restrictions, there has been a significant rise in children and young people presenting with emotional and mental health issues. The Covid-19 pandemic also represented a great direct risk to the city’s older people, with services reshaped and additional care and support measures put in place to meet the challenge. Partnership working and integration between the city’s health and social care services was - and continues to be - taken to new levels as a result.



<sup>4</sup> Whilst the introduction of a new national performance framework means that both year-on-year and national comparison data is not available, the overall performance of Cardiff schools has shown notable improvement over the past five years. This is evidenced by Estyn inspection outcomes, national categorisation, and attainment across all key stages of education when compared to Central South Consortium (CSC) and national averages

The pandemic has also impacted city life, with the cultural scene, retail and hospitality sectors – some of the major draws for residents and visitors alike – particularly affected by prolonged closures and restrictions. Those employed by these sectors have been most adversely affected – typically young people, women, and people from an ethnic minority background. Indeed, the number of people claiming unemployment related benefits (claimant count rate) in Cardiff doubled at the beginning of the pandemic. It has since declined but remains about its pre-pandemic level

The return of footfall levels in the city centre to pre-pandemic levels points to the strength and resilience of the city economy. The level of investment in the city, alongside the ongoing delivery of major projects, also serves to accelerate recovery and position Cardiff as a high-value economy well served by digital and transport infrastructure. However, the city faces a number of challenges. With office workers unlikely to return to the city centre in the same volumes and the ‘Amazonisation’ of the high street offer, over the medium to long-term, the city centre must be re-imagined to respond to these emerging trends and become a destination for shopping

and leisure. The ongoing transformation of the city – through investment in digital and transport infrastructure and the creation of high-quality and environmentally sustainable public spaces – will be key.

More broadly, climate change remains the defining global challenge of our generation. The message could not be clearer and the UN’s Intergovernmental Panel on Climate Change (IPCC) report, published in February 2022, provides the starkest warning yet. The effects of the climate emergency are already being felt in Cardiff, including erratic weather patterns, heatwaves, and changes in biodiversity – with the city subsequently facing a nature emergency as a result. The journey to address the challenge is not new, however, and work has been underway to reduce Cardiff’s carbon dioxide emissions and to increase its climate change and ecosystem resilience for many years. Further action to address the climate emergency is being taken forward through Cardiff’s [One Planet Strategy and City-wide Action Plan](#) as the city looks to become carbon neutral by 2030.





# Cardiff Tomorrow: Trends, Opportunities and Challenges

## A Growing, Ageing and Increasingly Diverse Population

Cardiff has grown significantly over the last 25 years and although population projections indicate a slowdown in growth over the next 25 years (2018-2043), there is still a projected increase of 24,642 residents.<sup>5</sup> As a result, it is estimated that Cardiff will need between 19,000 and 30,500 new homes and 30,000 and 43,000 new jobs by 2036.

This growth will not be even across age groups, however, with the highest growth rate predicted for those aged 65+, primarily due to increasing life expectancy. The continued growth in the city's older population will result in greater need and consequently greater demand for health and care services due to frailty and chronic illness, such as dementia. Meeting the needs of an ageing population – and reducing pressure on services – will require ensuring the city is an age-friendly environment that supports older people to be active, participate in all aspects of city life, and live independently in their own homes for as long as possible.

It is also important to recognise that Cardiff has an increasingly diverse population, with people from many different cultures and backgrounds. According to the 2021 Census, 16.5% of Cardiff's residents were born outside the UK, the highest figure in Wales. Additionally, 21.2% of Cardiff residents belong to an ethnic minority group, which rises to 32.7% when considering those aged 4 to 15. Cardiff has seen positive total net migration for a number of years and, whilst latest projections show much lower net migration levels over the next 15 years, Cardiff will remain a key place of welcome, particularly for those seeking refuge and asylum. This is a great asset to our communities, but also means that needs can differ across the population. Services need to be able to adapt and respond to this diversity, empowering people by providing access to the right information, advice, and assistance.

<sup>5</sup> **Please note:** These projections are based on mid-2018 estimates, which are higher than the latest Census and 2021 mid-year estimates. These projections were therefore created prior to Brexit and the onset of Covid-19. Nonetheless, the population is still expected to grow and increase the pressure on services.

## Cardiff's Role as an Economic Driver

As Wales' core city, Cardiff is fundamental to delivering economic prosperity – not just for the residents of the city, but for the wider city region and Wales. Moving forward, work will be needed to ensure that the city remains an attractive place to both live and work. As a national centre for arts, sport and performance, enhancing the city's cultural assets will be crucial, recognising the importance of culture to city life, to the economy and to well-being. Enhancing the city's green and blue assets will also be important – the city already has a rich heritage of green and blue infrastructure which form an integral part of its character.

Likewise, housing is central to liveability and ensuring that new homes are high-quality, sustainable and energy-efficient is fundamental. Furthermore, agglomeration, innovation and creativity – particularly with regards to the green economy – will be key to driving economic growth and jobs, linking in with work being undertaken by the Cardiff Capital Region.

Transport also has, and will continue to have, a major influence on the factors which make cities attractive, providing access to jobs and markets for businesses. An integrated transport system that offers safe, efficient, and sustainable travel for all, and where public transport, walking and cycling provide real alternatives to car travel, is key to making Cardiff a desirable capital city.

## An Unequal City

Whilst growth will bring major economic, social, and cultural opportunities, it will also bring significant challenges. There is a need, in particular, to address inequality across all areas of well-being. One of the major drivers of inequality is poverty – with those living in the more deprived areas of the city more likely to suffer poorer health, lower pay, and higher crime, resulting in greater pressures on services and budgets across the public sector. The pandemic served to highlight the levels of inequality that exist across Cardiff, and this is only set to further deepen due to the cost of living crisis.

To lift people out of poverty, an inclusive economic recovery is needed that drives forward development and regeneration across the city – delivering excellent education, jobs that pay at least the Real Living Wage and jobs that provide opportunities for progression. To address health inequities, prevention will need to be at the heart of improving health outcomes. A whole-system approach will be needed that amplifies the importance of, and supports the take-up of, immunisations and screenings as well as healthy and active lifestyles, and that improves environmental factors such as air quality and access to green space.

### Climate and Nature Emergencies

The need to change the way we live in order to mitigate the impacts of the global climate and nature emergencies is another complex and serious challenge facing all of Cardiff's residents, along with the well-being of cities and communities around the world. The impacts of climate change, the need to adapt to these changes, and the need to decarbonise will even affect how the objectives and priorities within this Plan are delivered. To deliver sustainable growth and increase the resilience of our ecosystems, major shifts are needed in the use and sourcing of energy, the use of the car and the procurement of food and services to significantly reduce carbon emissions. A fundamental transformation is therefore needed across

energy, transport and food systems. This can only be achieved by working in partnership on a local, regional and national scale to deliver infrastructure and public services that, by design, contribute to a carbon neutral city and a healthy natural environment.

Climate change will have a significant impact on health and well-being, as well as on particular population groups in society – for example, people on low incomes are less likely to have the resources to adapt to or recover from floods or extreme weather. It is therefore of utmost importance that the transition to net-zero is carefully managed to be both equitable and fair.

### A Post-Covid Era

The response to the pandemic was characterised by unprecedented levels of partnership working. Recovery presents public services with a once in a generation opportunity to work even more collaboratively to reduce inequities, improve population health and respond to the climate emergency. Services will need to be permanently adapted to ensure effective operation in a post-pandemic world, whilst others may have their business models fundamentally challenged. By shifting thinking to focus on how, by working together and with closer involvement of the users of services, Cardiff's Public Services can have a greater impact on the health and well-being of the city's population.







## Ways of Working

The demands on public services are evolving rapidly, as are the ways that people interact with the public sector and their expectations. Effective partnership arrangements are needed now more than ever to bring partners together to solve complex public services problems. Partnership working will be characterised by the following five ways of working:

### Long-term – balancing short-term needs while safeguarding our ability to also meet the long-term needs of our communities

PSB partners are collectively working towards making Cardiff a stronger, fairer, and greener capital city, where all citizens feel able to contribute to and benefit from the city's success. In doing so, public services are facing a series of immediate and long-term crises that each demand a collective response, as highlighted in the [Cardiff Tomorrow report](#). An important part of this is enhancing the use of data across the public service system to inform decision making, service management and service improvement, building on the partnership approach to data-informed decision making developed during the Covid-19 pandemic.

### Collaboration – acting in collaboration with partners and stakeholders to meet our well-being objectives

As exemplified by the response to the Covid-19 pandemic, the complex challenges facing public services cannot be met by one organisation, sector or public service acting alone – a whole-system response from the city's public services is needed. Building on the progress made in this area during the pandemic, strengthened partnership arrangements and joint working will therefore be required in order to respond to increased demand and new, complex issues that are arising as the city emerges from the pandemic. The PSB's ability to facilitate the partnership-wide conversations that need to take place will be crucial.

In practice, this will mean cutting across organisational boundaries to drive change and break down traditional structures by progressing, for example, the development of 'locality working' models for planning and delivering services. This will involve bringing together and combining assets and services communities – including schools, health and care services, local policing and the third sector – to ensure that public services are accessible and tailored to meet local needs. It will also involve influencing other areas of work, such as the development of regional economic growth frameworks.

This Well-being Plan identifies the critical issues that public services need to work together on over the years ahead; all relevant partners and stakeholders will be engaged with to progress delivery of the priorities, as well as to ensure other opportunities and interdependencies are identified.

### Integration – considering how our well-being objectives may impact upon each of the well-being goals, or on partners' individual objectives

PSB members are committed to working collectively towards achieving the common objectives and partnership priorities set out in this plan, which are complemented by those in their respective strategic plans (Appendix A). The objectives and priorities identified have been set with regard to the national well-being goals and addressing the issues identified in [Cardiff's Local Well-being Assessment 2022](#) and [Cardiff and the Vale's Population Needs Assessment](#). Both of these assessments – and subsequently this Plan – highlight the interconnections between social, economic, environmental and cultural well-being. It will be important that, through the implementation/delivery of the partnership priorities, that the interconnections continue to be recognised and built upon to ensure that the widespread benefits of each priority area are realised.

## Prevention – acting to prevent problems occurring or getting worse to help us meet our objectives

In everything that the Cardiff PSB sets out to achieve, the Board will place a focus on intervening early, addressing the root causes and aiming to, wherever possible, prevent problems before they happen, building resilience. Effective use of data will be crucial to understanding the root causes of issues, as opposed to the symptoms, and will help identify what the most effective preventative measures might be, and when and where to intervene. In practice, prevention will mean identifying and working with vulnerable children and families to put in place the support they need at the earliest possible stage, way before crisis point is reached; it will mean working to keep people independent and healthy in their own homes and communities for as long as possible; improving our environment – the air we breathe and the spaces we live, play and work in; and it will mean working to tackle health inequities and poverty, creating a more inclusive city, where all citizens feel able to contribute to and benefit from the city's success.

## Involvement – involving people with an interest in achieving the well-being goals and ensuring that those people reflect the diversity of Cardiff

To understand the needs of service users and cohorts, as well as to ensure that services reflect the diversity of the city, it is important that local solutions are developed in partnership with local people, involving people and communities in the decisions that affect them and, where appropriate, in their design and delivery. This will make better use of resources by improving policy and decision making, whilst also accessing new information, ideas, and suggestions. As previously highlighted, this Well-being Plan was developed by taking into consideration the views of citizens; a '[Consultation Overview Report](#)' has been produced by the PSB, which provides a summary of the key findings of relevant consultation exercises.

A focus will continue to be placed on increasing levels of citizen engagement, particularly from civically disengaged groups and young people, as well as exploring joint and common approaches to consultation, in line with the [National Principles for Public Engagement in Wales](#). Conversations with communities will be ongoing and will consider longer-term needs to continuously inform planning and delivery.





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# Cardiff is a Great Place to Grow Up

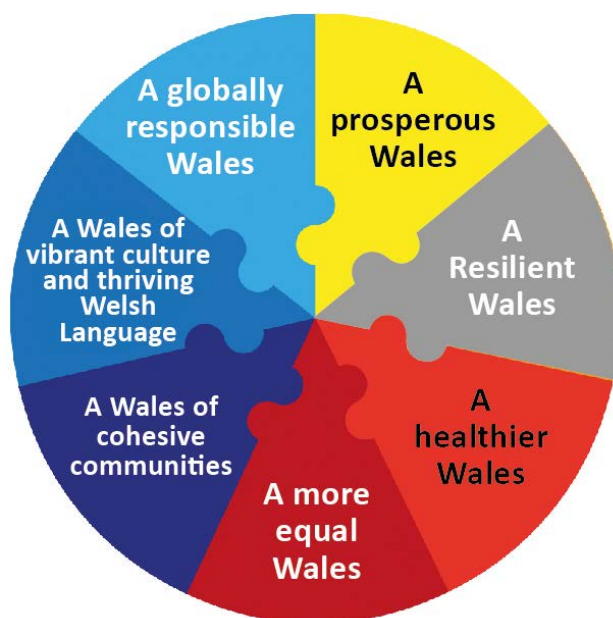
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## Introduction

For many children and young people in the city, Cardiff is already a great place to grow up. Educational provision and learner achievement has improved significantly in recent years, and the city offers a wealth of opportunities to build a career and to take part in sports, leisure pursuits and culture.

Nonetheless, inequality is still evident in Cardiff, and it has a profound effect on the lives of children and young people and their families. The pandemic worked to further highlight and exacerbate existing inequalities – particularly impacting on the city’s most vulnerable children and young people. Addressing the inequality gap remains of utmost importance moving forward, requiring a joined-up and integrated approach across partners, with effective coordination of services around the child.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
Percentage of children in low-income families
Mental well-being: children & young adults and adults (National Indicator 29)
Percentage of children aged 4 to 5 who are a healthy weight
Percentage of students (aged 11-16) who are physically active for more than 60 minutes, less than 3 days a week by family affluence score
Percentage of children cycling/walking to school
Uptake of MMR2 by age 4 (second dose Mumps, Measles, Rubella vaccine)
Percentage of students who currently smoke at least weekly
Year 11 and Year 13 school leavers that are not in education, employment or training (Careers Wales)
Number of First Time Entrants to the Youth Justice System

## Cardiff Today

Cardiff is already a great place for many of its children and young people to grow up, with a fast-improving school system alongside the advantages that a capital city can bring such as a diverse and extensive range of leisure, sporting, and cultural opportunities. Cardiff also has a rich heritage of green and blue infrastructure which allows children to connect with nature and play. Through the city's commitment to becoming a Child Friendly City, Cardiff is leading the way in ensuring that every child and every young person has their voice heard and their needs taken into account, with a Child Rights Based Approach embedded not just into the school system, but across all aspects of public services and city life.

In Cardiff, education attainment has improved every year since 2012<sup>6</sup> and schools now rank amongst the top performers in Wales. However, as is the case nationally, there is still a significant gap in educational outcomes between pupils from low-income families and those from more affluent backgrounds.

Indeed, too many children are living in low-income families in the city, which can have a detrimental impact on a child's future prospects and well-being. Children from a lower socio-economic background are more likely to be at risk of Adverse Childhood Experiences and the rates of children considered to be at risk, placed on the child protection register, or taken into care, are significantly higher in the city's most deprived communities. Evidence also suggests that children from a lower socio-economic background are more likely to have feelings of

isolation, be drawn into anti-social behaviour, young offending or suffer the effects of crime. It is recognised that children and young people are more likely to be the target of grooming and exploitation, particularly if they are considered to be more at risk or vulnerable.

Health and well-being in the early years of childhood particularly impacts on long-term outcomes. Whilst levels of general health for children in Cardiff are good, children living in the most deprived communities are more likely to suffer poorer health outcomes today and demonstrate symptoms which point towards poor health in the future.

Furthermore, whilst the full impact of the Covid-19 pandemic on Cardiff's children and young people remains to be fully understood, there is a risk that it could have a negative impact on educational attainment, rights, mental and physical well-being, and future pathways into employment. As a result of lockdowns and restrictions, children and young people experienced substantial changes to education, with several extended periods of school closures and a switch to online learning, separation from friends and extended families, and a lack of access to recreation, sport, and leisure activities. Subsequently, there has been a significant rise in children and young people presenting with emotional and mental health issues. Whilst the pandemic impacted all of Cardiff's children and young people, for the city's most vulnerable children and young people, the impact of the pandemic has been greater, further widening inequities.

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<sup>6</sup> Whilst the introduction of a new national performance framework means that both year-on-year and national comparison data is not available, the overall performance of Cardiff schools has shown notable improvement over the past five years. This is evidenced by Estyn inspection outcomes, national categorisation, and attainment across all key stages of education when compared to Central South Consortium (CSC) and national averages



## Cardiff Tomorrow

Moving forward, the city will continue work to become a UNICEF Child Friendly City, with a Child Rights Based Approach embedded across all aspects of city life. This will ensure that children and young people are at the heart of all decisions, with their voice, needs and priorities heard. In addition, the city will remain committed to making every school in Cardiff a good school, where every child can receive a great education. This includes providing children and young people with the experiences, opportunities and skills needed in a 21st century workplace.

It is recognised that a child's general health – including what they eat – in their formative years has enormous long-term effects. The early years are therefore vital in terms of laying down the foundations for health, achievement, and well-being in later years. Improving childhood vaccination uptake, as well as increasing the percentage of children and young people with a healthy weight and increasing physical activity levels, will therefore represent a key priority for the city moving forward. Sport is a big part of the city's culture – from professional teams through to the thousands of grassroots teams and clubs across the city – and ensuring accessibility to children and young people will form a fundamental part of this work moving forward.

Aligned to this is the need to reduce children and young people smoking in Cardiff. Tobacco use is the biggest cause of preventable morbidity and mortality in Wales; it is also linked to inequality, with young people in Wales more likely to smoke, start smoking earlier and be exposed to tobacco smoke in a car journey if they come from less affluent families. It is therefore important that a focus is placed on prevention and cessation.

A strengthened joint approach will also be needed to support those vulnerable children and young people with complex health needs; this includes those children and young people with a learning disability or autism. Engagement has identified the need for accessible and understandable information, the right support at the right time, and smooth transitions between children's and adult services. Linked to this will be ensuring that appropriate support and care is in place for Cardiff's young carers, including mental health support and support for their education.

Looking ahead, mental health support in general will form a top priority for Cardiff. Recent increases in demand are projected to continue as the long-term impact of Covid-19 on children and their families emerges; climate change and extreme weather events are also predicted to have significant impacts on mental health and well-being moving forward. Supporting young people to fulfil their potential and be resilient to the pressures of modern life will therefore be central to maintaining their sense of well-being. As well as access to mental health services, access to play, physical activity and biodiverse green and blue natural spaces will play a key role in supporting mental well-being.

Furthermore, as the number of children coming into care is increasing year-on-year, helping families stay together will be of utmost importance moving forward, because outcomes for children are best when they are supported to grow up within their own families. It will therefore be crucial that partners – including teachers, health practitioners, Social Workers, Youth Workers, Third Sector and Early Years practitioners – work together to deliver joined-up approaches to enable the right conversations to take place at the right time, between the right people. This includes developing approaches to identify early those at risk of Adverse Childhood Experiences, putting in place multi-agency, preventative responses and interventions to support children and families before they reach crisis point. It also includes ensuring that families are aware of the services available to them.

Likewise, it will be crucial for work to continue in partnership 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 reoffending by delivering the joint '[Building Safer Futures Together Strategy](#)' for youth justice. This includes addressing serious youth violence through developing a robust, integrated, data-led approach to public services that work with young people. Taking this Child Rights Based Approach forward will require the development of a holistic approach to preventing children coming into the justice system and supporting young people to be in a safer place in order to make better life choices.

## Priorities for Partnership Working in Cardiff:

### We Will:

Gain UNICEF Child Friendly City status, ensuring every child and young person has their voice heard and needs taken into account when planning and delivering services.

Through the Cardiff Commitment, improve collaboration between Schools, Employers, and Further and Higher Education Institutions to further develop the authenticity of the School Curriculum in Cardiff, strengthening the power of education to transform young people's futures and build the skills needed in 21st century workplaces.

Develop approaches to identify early those at risk of Adverse Childhood Experiences (ACEs) and establish preventative, multi-agency interventions that support children and families before they reach crisis point.

Deliver a nurturing, empowering, safe and trusted approach to emotional well-being and mental health for children and young people, enhancing preventative services and supporting children presenting in acute psychological distress. **(Strategic Lead: RPB)**

Improve childhood vaccination/immunisation uptake in Cardiff, particularly in the most deprived communities/ socio-economic groups, through delivering a data-led, targeted approach.

Increase the percentage of children and young people with a healthy weight and increase physical activity levels, by delivering the [Move More, Eat Well Strategy 2020-2023](#).

Reduce – and ultimately prevent – the uptake of smoking in children and young people.

Develop an integrated care model – and improve the support offer – for children and young people with co-occurring complex health and disability needs. **(Strategic Lead: RPB)**

Deliver safe and supportive communities to keep our children and young people safe from harm by:

- Preventing and reducing offending by children and young people through delivering the [Building Safer Futures Together Strategy](#) for youth justice.
- Addressing serious youth violence through developing a robust, integrated, data-led approach to public services that work with young people.

Identify and recognise unpaid carers, including young carers, for the vital contribution they make to the community and the people they care for, enabling unpaid carers to have a life alongside caring. **(Strategic Lead: RPB)**







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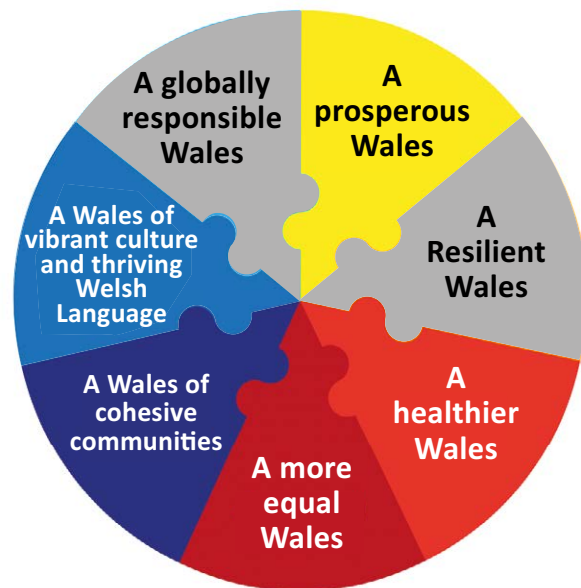
# Cardiff is a Great Place to Grow Older

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## Introduction

The population in Cardiff is ageing, as it is across Wales. The decisions and actions that are taken now – in partnership across public services – will be crucial in helping support people to remain in good health and live independently at home as they grow older. A key part of this will be the ongoing focus on joined-up planning and integrated service delivery across public services.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact

Percentage of people aged 65+ reporting their general health as being very good or good

Percentage of people aged 65+ of a healthy weight

Percentage of people aged 65+ reporting they felt involved in any decisions made about their care and support

Percentage of people aged 65+ reporting they received the right information or advice when they needed it

Percentage of people aged 65+ reporting they live in the right home for them

Percentage of people aged 65+ reporting loneliness

Life satisfaction among older people

## Cardiff Today

Over 50,000 citizens aged 65 and above live in Cardiff, who contribute to all areas of life in the city.

Life expectancy is increasing, and the city has recognised the need to adapt if it is to support the continued physical and mental well-being of the older population. In recent years a focus has been placed on designing communities in a way that accommodates the needs of older people, with housing options developed that enable people to live independently, in their own homes and communities for as long as possible. 86.7% of older people (aged 65+) feel that they live in a home that best supports their well-being as a result, with four-fifths feeling actively involved in decisions made about their care and support.

However, increased life expectancy has also meant a greater number of people suffering from ill health in later life and relying even more on public services. Older people are more likely to have long-term conditions and complex care needs, and have longer, more frequent stays in hospital. Longstanding issues related to delays in the discharging of older patients can particularly lead to worse health outcomes and increase long-term care needs, and there is a

recognised need to increase community care capacity for adults. Furthermore, poor health in older age can contribute to increased social isolation, separating older people from their communities.

As well as representing the greatest risk to the city's older people, the Covid-19 pandemic further increased loneliness and isolation for people of all ages, and increased the risk of health anxiety, panic, and depression. It also highlighted the importance of public services for many older people in the city, particularly those who are most vulnerable. To meet the challenge, services were reshaped and additional care and support measures put in place, which has seen a lasting strengthening of partnership working between the city's health and social care services.

Demand pressures and costs associated with an ageing population are therefore significant and show no sign of reducing. In parallel, the UK is continuing to face a shortage of care workers and health care staff, with national demand outstripping supply of these essential posts. Finding solutions to these long-term challenges will mean public services working in ever closer partnership to help older people stay safe, as healthy and independent as possible, and to lead lives that have value, meaning and purpose.





## Cardiff Tomorrow

Cardiff's ageing population is expected to continue to grow – over the next ten years, there is expected to be a 17.8% increase in those aged 65+, a 9.2% increase in those aged 85+ and a 5.9% increase in those aged 90+ <sup>7</sup>. It is therefore important that the city focuses on creating age friendly environments which foster healthy and active ageing, making it possible for people to continue to stay in their homes, participate in the activities they value – including arts, culture and heritage events – and contribute to their communities for as long as possible. Preventing any unnecessary time spent in hospital will remain crucial to this agenda and close partnership working will be essential to progress a strategic response, including establishing interim assessment arrangements for discharge and recovery outside of hospital, setting up a joint reablement model of care, and using block contracts for domiciliary care.

To ensure that Cardiff becomes a truly age friendly city, older people will need to be enabled to have a voice in the issues that affect them, with support delivered in locality-based settings and based on what matters to the individual. Crucial to this will be ensuring that the right staff, with the right skills, are in place to provide good quality care and support.

Furthermore, to ensure that older people can continue to stay in their homes for as long as possible, it is important that the city remains committed to delivering new affordable housing specifically for older people. This includes accessible/flexible accommodation that allows for ageing in walkable neighbourhoods within easy reach of local services and activities.

As the older population grows, it is recognised that needs will continue to change – the city's increased older population will result in an even greater

demand on both health and care services. As well as demands on services due to frailty in older age and long-term medical conditions, an increasing number of older people will suffer from chronic health issues, such as dementia. By 2025, there are projected to be approximately 7,000 people living with dementia across Cardiff and the Vale of Glamorgan; the ambition is therefore for Cardiff to be a Dementia Friendly City. As part of this ambition, it is crucial to understand how best to enable people with dementia to live in the community. In addition, assessment, diagnosis, and care planning practices will require genuine collaboration with older people, their carers and their families, so that their plan reflects what is important to them and achieves the outcomes they value.

It is important to consider and mitigate against the impacts that climate change and extreme weather events could have on older people – such as flooding and heatwave events. As well as being at higher risk of heat-related illness and mortality, social isolation may increase during heatwaves. Older people are also particularly vulnerable during flooding events that could lead to disruption to their health and social care support.

In order to increase resilience, as well as to tackle social isolation and loneliness generally, local communities need to have accessible, local and strong community networks to support the needs of older people where they live. Enabling older people to play a role in their communities, developing intergenerational services and events, as well as improving access to community and cultural activities, can support older people to stay active and connected in an age friendly city. Additionally, it will be important to explore and further develop the potential of digital solutions as a way to reduce social isolation – this includes ensuring that residents have easy access to equipment that is appropriate to their needs as they grow older.

<sup>7</sup> **Please note:** These projections are based on mid-2018 estimates, which are higher than the latest Census and 2021 mid-year estimates. These projections were therefore created prior to Brexit and the onset of Covid-19. Nonetheless, the population is still expected to grow and increase the pressure on services.

## Priorities for Partnership Working in Cardiff:

### We Will:

Establish integrated, locality-based, health and care services focused on meeting and improving the health and well-being of the local population. **(Strategic Lead: RPB)**

Deliver the [Age Friendly City Action Plan](#), ensuring older people can enjoy all aspects of life and are provided with opportunities to participate in activities and events to improve their well-being and enrich their lives.

Work towards becoming a Dementia Friendly City which helps people living with dementia and their families to thrive and which ensures that public and commissioned services are reshaped to meet current and future demand. This includes ensuring an equitable and timely access to a diagnosis and person-centred care delivered locally, as well as increasing awareness of dementia and ways to reduce risk. **(Strategic Lead: RPB)**

“

Cardiff's ambition ... where older people are more empowered, healthy and happy

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Cardiff Library  
Llyfrgell Caerdydd

THE MILL

wagamama

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# Supporting People Out of Poverty

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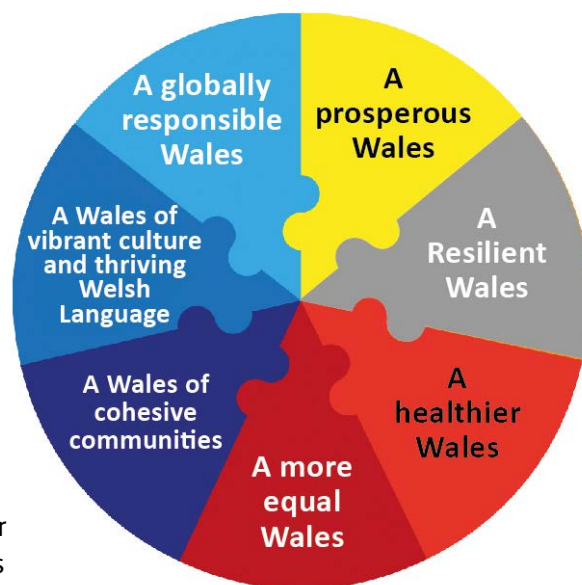




# Introduction

Cardiff has a strong economy. Unemployment levels compare well with the UK's Core Cities and it has the second lowest percentage of children living in workless households out of the Welsh Local Authorities. However, almost one fifth of its Lower Super Output Areas (LSOAs) are ranked in the 10 % most income deprived in Wales, the gap in healthy life expectancy between the least and most deprived areas of the city has continued to widen and significant differences in educational attainment levels persist. Furthermore, in the more deprived wards of Cardiff, air quality is poorer, there is less access to green space and crime is concentrated in these areas.

To support people out of poverty will therefore require action on many fronts. These include increasing job opportunities and jobs that pay at least the Real Living Wage, preparing people with the right skills for the workplace, improving health outcomes and supporting rough sleepers off the city's streets.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
Percentage of households in poverty (i.e. below 60 % of median income) by Middle-Layer Super Output Area (MSOA) (after housing costs)
Number of accredited Real Living Wage employers
Number of workers receiving a pay rise onto at least the Real Living Wage
Healthy life expectancy at birth (male & female) including the gap between the least and most deprived (National Indicator 2)
Percentage of low-birth-weight babies (National Indicator 1)
Percentage of adults eating five or more portions of fruit and vegetables a day by deprivation
Percentage of adults active for less than 30 minutes in a week by deprivation
Percentage of adults reporting being a healthy weight by deprivation
Percentage of adults who are current smokers
Housing Affordability: Ratio of house price to median gross annual salary (ONS)
Rough sleepers per 10,000 persons
Food poverty: Estimated percentage of individuals in the previous six months, a) having smaller meals than usual or skipping meals, b) missing meals to afford to pay bills, c) being hungry but not eaten, d) receiving food from a food bank or charity, e) not eating for a whole day, f) none of these
Percentage of households in fuel poverty

## Cardiff Today

Cardiff has seen significant economic growth during the last 30 years. However, the patterns of poverty and inequality that emerged a generation ago remain and are being exacerbated by the lasting impact of the Covid-19 pandemic and cost of living crisis.

Overall unemployment in Cardiff is low compared to the UK's Core Cities, and the claimant count rate has generally followed a downward trend over the past two years although it is yet to return to pre-pandemic levels. However, the rate varies significantly across the city with the claimant count rate in the Ely ward being roughly 11 times higher than in Lisvane. The percentage of households in material deprivation has fallen since 2016-17 but is still above the Wales-wide average; additionally, a quarter of children aged under 16 are living in relative low-income families.

Levels of poverty across the city align with health, crime, environmental and educational inequalities, with poverty concentrated in the Southern Arc. Over a third (35.6%) of the LSOAs in this area, that has a population of approximately 155,000 people, are ranked in the 10% most deprived areas in Wales. If the 'Southern Arc' of Cardiff were a single local authority, it would be by some margin the most income deprived in Wales.

Although levels of general health for adults are relatively high, when comparing those living in the least and most deprived areas of the city, Cardiff has one of the widest gaps in healthy life expectancy in Wales. Those living in poverty are twice as likely to be obese, are less likely to take up immunisations and screening, are more likely to be exposed to poor air quality and are less likely to have good access to urban green space. Additionally, smoking prevalence is highest in areas of higher deprivation. During the Covid-19 pandemic, people from poorer backgrounds were also at increased risk of becoming seriously ill with the disease. Furthermore, across Cardiff, including the poorer areas of the city, the majority of residents report having one

or more unhealthy lifestyle behaviours, highlighting that significant work is needed to encourage behavioural change to reduce levels of avoidable premature death and morbidity.

Culture shapes cities as a place to work, to live and to visit, and is increasingly recognised as a key well-being asset. Whilst participation in culture is high in Cardiff, with the city leading Wales in the percentage of its residents participating in cultural life, there is a marked difference between the most and least deprived communities. More deprived families are much less likely to attend cultural activities and work is therefore needed to improve accessibility.

Education attainment has improved every year in Cardiff since 2012<sup>8</sup> and Cardiff schools now rank amongst the top performers in Wales. However, as is the case nationally, there is still a significant gap in attainment between pupils from low-income families and those from more affluent backgrounds and more needs to be done to improve the educational outcomes of Children Looked After.

Evidence suggests that individuals from lower socio-economic backgrounds are more likely to come into contact with the justice system. Levels of crime vary across the city and are higher in the south and east of Cardiff where there are concentrations of deprivation, impacting on the quality of life and mental health of those living in these communities. Cardiff has fallen for the first time in three years below the Welsh average for feeling safe when walking in the local area and when travelling. People feel least safe when walking in the city centre, particularly people with a disability and women. Furthermore, respondents living in the most deprived areas of the city are more likely to feel unsafe compared to those living in the least deprived areas of the city.

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<sup>8</sup> Whilst the introduction of a new national performance framework means that both year-on-year and national comparison data is not available, the overall performance of Cardiff schools has shown notable improvement over the past five years. This is evidenced by Estyn inspection outcomes, national categorisation, and attainment across all key stages of education when compared to Central South Consortium (CSC) and national averages



As a Living Wage City, significant progress has been made in lifting people out of poverty in recent years; 197 Cardiff employers are currently signed up to the city's Real Living Wage scheme, with over 10,800 workers uplifted to the Real Living Wage as a result.<sup>9</sup> Following the pandemic, there has also been a dramatic fall in the numbers of people sleeping rough on Cardiff's streets with the introduction of the 'no going back' approach to homelessness. 'No going back' is centred on a multi-disciplinary approach to homelessness services, bringing together specialists from across public services – including social services, health and education – to ensure that homelessness is prevented or, if this is not possible, rare, brief and not repeated. This includes ensuring that those who are homeless but living in temporary accommodation – which can also negatively impact well-being – are settled into long-term accommodation as quickly as possible.

However, this progress is threatened by the cost of living crisis and housing affordability. Although Cardiff is mid to low ranking among the UK's Core Cities in terms of households experiencing food poverty, it is estimated that 1 in 10 households report skipping or reducing the size of meals or seeking external help. Housing in Cardiff is the second least affordable amongst the Core Cities in England and Wales, just behind Bristol, with property costing just over eight times the median gross annual earnings. As the cost of living crisis continues, food and fuel poverty are set to rise, with some of the most vulnerable in society, those on low-incomes and older people, having to make the choice between 'heat or eat'.

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<sup>9</sup> At the time of writing (February 2023).





## Cardiff Tomorrow

Improving health and well-being is central to tackling poverty and inequality. The pandemic has significantly impacted the economy and has further deepened existing inequities, particularly health inequities, with citizens now facing a cost of living crisis. To close the gap, an economic recovery is needed that delivers inclusive and green growth, with a focus on improving well-being. This includes improving access to good jobs with opportunities for progression, continued investment in education and support for young people into the world of work, and an acceleration in the provision of affordable housing. It also includes delivering environmental improvements, particularly in areas of higher deprivation, such as increased access to green and blue spaces, and improved air and water quality.

Delivering inclusive, green growth will require delivering investment in infrastructure and jobs that benefit the more deprived areas of the city and supporting those in poverty and those impacted by the pandemic to access work, education or training. In particular, in the face of the cost of living crisis, there will be a need to champion the Living Wage initiative, encouraging all employers to pay the Real Living Wage not just in Cardiff but across the Cardiff Capital Region. Crucially, employers will need to work closely with schools and into work services to ensure that appropriate support and training is put in place to meet the skills in demand.

The key to tackling health inequities will be prevention. An individual's health outcomes are impacted by the first 1,000 days of life and, in adulthood, their lifestyle choices and the environment in which they live. A whole-system approach will therefore be needed that prioritises and amplifies the importance of prevention throughout the life course and addresses factors that will be exacerbated by climate change and the nature emergency, such as the affordability of healthy food and air quality. Cardiff and the Vale's ['Move More, Eat Well'](#) plan for tackling obesity, as well as health inequity, provides the framework for this, aligned to Welsh Government's [Healthy Weight: Healthy Wales Strategy](#). It is recognised that, moving forward, key

partner strategies relating to healthy weight, food, active travel, physical activity, smoking and access to green and blue spaces will need to be closely aligned to develop innovative and data-led approaches to prevention and behaviour change. Priorities include childhood immunisation, screening, obesity, smoking and air quality.

The cost of living crisis presents a significant challenge that is leading to increasing levels of food and fuel poverty. The affordability of food is also likely to be affected by climate change and the subsequent nature emergency, with impacts on crop yields leading to food price spikes. This will also impact on the health of people living in poverty or households with low income as increased global CO<sub>2</sub> emissions could impact on the availability and affordability of certain crops and therefore the ability to access healthy food. Cardiff's local food partnership, Food Cardiff, brings together over 200 partners to tackle these issues.

The cost of living crisis could also lead to an increase in homelessness. As well as accelerating the delivery of the city's affordable housing programme, embedding the city's 'no going back' approach to homelessness will need to be a priority, working in partnership to identify individuals and families at risk of homelessness and prevent this where possible, whilst supporting and assisting those who need it to access permanent accommodation and move towards independent living without delay. This will include the delivery of a trauma-informed, public health-based approach to support the vulnerable, especially those with street-based lifestyles.

The cost of living crisis also presents a challenge to cultural well-being, with more deprived families even less likely to participate in cultural activities. Work is therefore needed to increase participation through ensuring that local arts, culture, heritage, and sports events are reasonably accessible to all communities.

## Priorities for Partnership Working in Cardiff:

### We Will:

Implement the Real Living Wage across the public and private sectors and by November 2025:

- Increase the number of accredited Living Wage employers across the city to 300
- Increase the number of workers receiving a pay rise onto at least the Real Living Wage to 13,900

Develop innovative, data-led approaches to tackle health inequities and amplify prevention in the wake of the pandemic and current cost of living crisis, including:

- Improving childhood vaccination and immunisation uptake in Cardiff
- Improving uptake of bowel screening
- Reducing the prevalence of smoking

Increase the percentage of people with a healthy weight and increase physical activity levels, particularly in the more deprived communities, through the delivery of the [Move More, Eat Well Strategy 2020-2023](#).

Work together to tackle and prevent homelessness, with a focus on delivering sustainable and affordable housing options across the city to meet the growing levels of acute housing need, including for those who need specific housing with support.

Build on the success of Cardiff's 'No Going Back' approach to rough sleeping, by developing a trauma-informed, public health-based approach to positively impact the lives of vulnerable people, especially those with street-based lifestyles.





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# Safe, Confident and Empowered Communities

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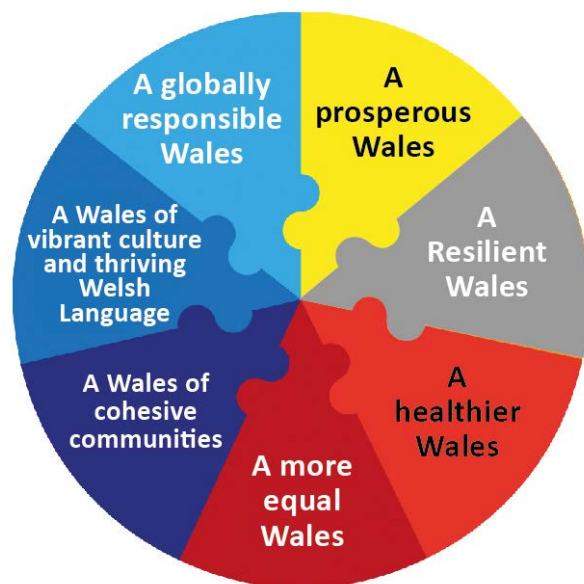


## Introduction

Communities are at the heart of well-being. They play a vital role in connecting people with the social networks and the day-to-day services we all depend on.

The pandemic particularly highlighted the importance of safe, confident and empowered communities, as individuals and organisations came together to support each other and the most vulnerable in society through the crisis. Strong, cohesive and resilient communities also provide a vital resource for tackling many of the issues that cities are facing today such as increasing global migration, a growing older population, climate change and potential future health crises.

Involving communities in decision making and empowering communities to contribute to making a difference is therefore crucial to improving well-being.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
People agreeing that they belong to the area; that people from different backgrounds get on well together; and that people treat each other with respect (National Indicator 27)
Percentage of people able to influence decisions affecting their local area (National Survey)
People feeling safe (at home, walking in the local area, and travelling) (National Survey)
Proportion of people who have offended who reoffend (adults and juveniles) overall in previous 12 months
Percentage of people accessing substance misuse services who reported an improvement in their quality of life
Rates of volunteering



## Cardiff Today

Cardiff is a safe city. Crime has continued to fall over the last 20 years and it has the second lowest crime rate of the UK's Core Cities. It also has the lowest rate of violence against the person and the second lowest rate for criminal damage. However, Cardiff has the third highest crime rate amongst Welsh Local Authorities, behind the other urban areas of Newport and Wrexham. Furthermore, levels of crime vary across the city as do perceptions of safety. People feel least safe when travelling or walking in the city centre after dark and those living in the most deprived areas of the city are more likely to feel unsafe compared to those living in the least deprived.

Significant progress has been made in reducing levels of anti-social behaviour, dropping almost a third since 2016-17. However, Cardiff has the highest rate of all Welsh Local Authorities, with hotspots for anti-social behaviour concentrated in the 'Southern Arc' of the city. Cardiff also has the highest rate of reoffending in Wales, although rates of reoffending among young people have steadily declined in recent years to significantly below the Wales average and just above the UK average. And, whilst Cardiff is a safe city for the vast majority, a small number of people – particularly women and children – are subject to violence, abuse and exploitation. It is likely that Covid-19 lockdowns and restrictions resulted in under-reporting of domestic violence and difficulties with mental health.

Cardiff is a cultural and diverse city. As well as being the most diverse authority in Wales, with 21 % of the population belonging to an ethnic minority

group, its young population is becoming increasingly diverse with 31 % aged 0-19 from an ethnic minority background. It is also a cohesive city with over three-fifths of respondents to the latest National Survey agreeing that where they live, people from different backgrounds get on well together and people treat each other with respect. However, there is an intra-city gap, with people from the most deprived communities less likely to agree. Cardiff is also an inclusive city, having supported asylum seekers and refugees to settle in Wales over the last two decades and playing a lead role in the UK's Inclusive City programme. The strong relationships between and within the city's communities and the support they can provide to those who arrive seeking sanctuary will become increasingly important, with global migration set to increase due to international events and the impacts of climate change and the continuing threat of terrorism.

As demonstrated during the pandemic, volunteering plays a central role in community well-being, cohesion and resilience in the face of change. It provides a sense of purpose, empowers individuals and communities to support each other to make a difference, and alleviates loneliness through the forming of social connections. With just over a quarter of people in Cardiff participating in volunteering, the city has a strong sense of civic duty and with over 1,000 people responding to the call to help the most vulnerable at the onset of Covid-19, the city is well placed to build on this to meet the challenges facing its communities, such as meeting the needs of a growing older population and the cost of living crisis.



Safe, confident and empowered communities are at the heart of well-being





## Cardiff Tomorrow

Building safe, confident and resilient communities will rely on understanding the causes of crime and taking preventative action; working as one service to intervene at the earliest opportunity to protect people from harm; and empowering communities to address local issues and make the connections that deliver strong and cohesive communities.

A whole-system approach is needed to reduce violence in the night-time economy, serious and organised crime and violence against the person in all its forms. This will involve adopting a public health approach to understanding violence and using the evidence to develop interventions that address its root causes. It will also involve sharing intelligence between all partners, including the police, health and the Third Sector, to identify emerging issues and to deliver evidence-led, multi-agency solutions at the local level.

Taking prompt and sustainable action to tackle anti-social behaviour and local community safety issues will require joint working across services that enables the quick introduction of diversionary and preventative community safety measures. This will be achieved by building on the success of Cardiff's Problem Solving Group, targeting resources as issues arise and at known crime and anti-social behaviour hotspots to reduce fear of crime and in turn improve the lives of residents.

Empowering communities will be key to meeting many of the challenges the city currently faces and those of future generations. These include increasing demand on public services, climate change, health inequities and increasing levels of social isolation due to a growing older population. Empowered communities will also be crucial to cohesion, supporting people struggling with the cost of living and responding to future health crises. Helping communities to access the appropriate service first time will help meet the financial challenge facing frontline public services. Involving communities in the development and delivery of services will ensure these services meet their needs. Given the growth of the city and the pressures on public services, now more than ever it is imperative

that communities and residents feel that they can be involved in shaping their city and the services they receive. Moreover, harnessing the local knowledge of community leaders and the power of volunteering will provide the support networks necessary to support and develop services at a community level. Maintaining these networks will also be central to cultural well-being and cohesion resulting in strong and resilient communities.

Protecting the most vulnerable in our communities from abuse, exploitation, the impacts of substance misuse and all forms of extremism and radicalisation will not only require close partnership working but the development of contextual safeguarding to understand the issues facing an individual, family or community. This will mean sharing intelligence between organisations but also ensuring those working and living in communities have the ability and confidence to identify and report the signs of harm. This will enable a comprehensive picture of an individual's contact with services and relationships outside of the family unit to be brought together, recognising that the relationships people form in their neighbourhoods, schools and online can feature violence and abuse. It will also support the delivery of a trauma-informed, public health-based approach to positively impact the lives of vulnerable people, especially those with street-based lifestyles.

Cardiff will continue to lead as a City of Sanctuary in welcoming refugees and asylum seekers to build new lives and make Wales their home, and the cultural diversity and vibrancy of the city will continue to be celebrated. In response to crises such as Ukraine and the potential for the movement of people due to climate change, close partnership working, locally, regionally and nationally, will be required to provide access to the accommodation, health, employment and specialist advice services needed. Working with and empowering communities to support new arrivals so that they are able to fully participate in the economic, social and cultural life of the capital city will also be needed to continue to build strong and cohesive communities.

## Priorities for Partnership Working in Cardiff:

### We Will:

Respond to the new statutory Serious Violence Duty, underpinned by a public health-based approach to violence reduction.

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 and implementing an updated Violence against Women, Domestic Abuse and Sexual Violence strategy.

Work in partnership to identify vulnerability and prevent harm in the evening and night-time economy.

Safeguard those at risk of exploitation and those who have been a victim of crime. This includes embedding a contextual approach to safeguarding across Cardiff.

Disrupt the illicit supply of substances in our communities to prevent and protect children and vulnerable adults from exploitation, neglect, and abuse, and to reduce violent crime.

Reduce – and ultimately prevent – health and well-being harms from substance use, focussing on prevention and early identification of harmful alcohol use, and developing safe alternatives for people who currently use substances in public spaces.

Implement the CONTEST counter terrorism strategy and work in partnership to respond to the requirements of the new PROTECT Duty.

Deliver local partnership-based projects which tackle significant anti-social behaviour issues through a problem-solving approach.

Establish a partnership approach to reduce the number of older people becoming victims of fraud.

Continue to make the case to UK Government for additional and more sustainable funding to cover the cost of policing the capital city, as is the case in other UK capitals.

Welcome and support refugees and asylum seekers to build a new life in Cardiff, including continuing to lead the local response to the Ukraine and Afghanistan crises.





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# A Capital City that Works for Wales

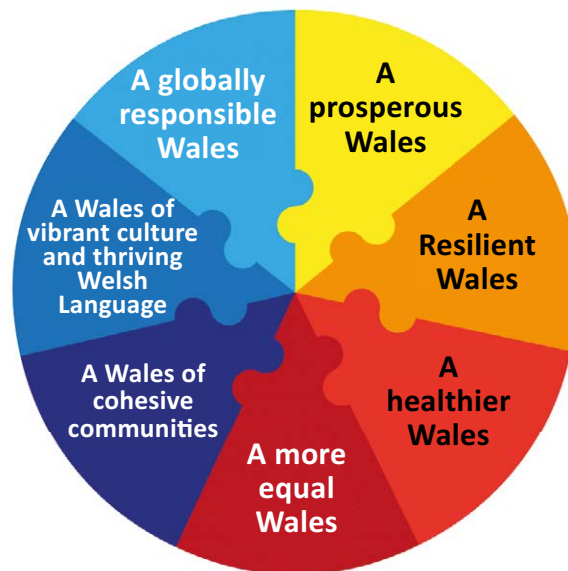
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## Introduction

As a centre of creativity, culture and diversity, Cardiff’s economy plays a pivotal role for Wales. It is the home of Welsh sport, politics, music and the arts, hosts major international sporting and cultural events, and provides specialist public services for the people of the wider Capital Region, as well as the nation.

Continuing to deliver for the people of Wales will require us to develop an economy which focuses on improving well-being; this will not only improve comparative advantage but ensure the sustainability of economic activity and attract investment and innovation. Attracting investment and innovation will benefit all communities, by improving productivity, leading to the delivery of better jobs and greater prosperity – including efforts to achieve a nature-positive and net-zero economy.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
Unemployment rate of the economically active population aged 16+
GVA per head
Gross Disposable Household Income per head
Employee jobs with hourly pay below the living wage
Percentage of population aged 16-64 qualified NVQ4+ (degree level or equivalent)
Number of apprenticeship learning programmes started in the healthcare and public services sector by Cardiff residents
Attendance at arts events, historic places and museums
People who can speak Welsh

## Cardiff Today

Cardiff is the economic powerhouse of Wales, playing a vital role in creating jobs and wealth for the people of the city and the wider city region. Cardiff accounts for 19% of Welsh GVA and the wider South East Wales Capital Region also creates over half the economic output of Wales. This is largely due to the skills, knowledge and expertise of the people and businesses that live and operate in the capital. High level skills are above average and the number of adults with no skills is low. The city also has a strong university presence, with three universities which are home to world-leading research expertise.

Whilst Cardiff has the building blocks for a competitive economy, productivity still lags behind many of the UK's leading cities which in turn affects earnings. Nonetheless, the number of employers paying the Real Living Wage in Cardiff has increased significantly in recent years; Cardiff has the lowest percentage of jobs that pay below the Living Wage in Wales and is amongst the lowest of the Core Cities.

Overall unemployment in Cardiff is low, but this varies significantly across the city. The percentage of working aged people claiming unemployment-related benefits was relatively stable between 2016 and 2018, before a gradual incline over the following two years. However, in April 2020, claims began to increase sharply, coinciding with the start of the pandemic. The rate has since declined but remains slightly above pre-pandemic levels. Furthermore, Cardiff's claimant count rate reveals a persistent problem with spatial inequality in Cardiff, with rates significantly higher in the most deprived fifth of the population. The claimant count rate in Ely is roughly 11 times higher than in Lisvane for example.

Over the past two decades, culture has been inventively used to transform Cardiff; the city's cultural offer is therefore an area of competitive advantage, with the city's infrastructure and broad offer recognised by citizens as amongst the best in Europe. The city's cultural scene, its sports and leisure offer, as well as its retail and hospitality, are some of the major draws for residents and visitors alike, and all play a vital role in the city's economic success, as well as its cultural and social well-being. These sectors have all been impacted by the pandemic and have been placed at the centre of recovery efforts moving forward, embracing the role each sector plays in shaping the city centre. Although visitor numbers fell drastically due to the pandemic, there are signs of post-pandemic recovery.

The Welsh language also forms an important part of cultural well-being in Cardiff and Wales, as an intrinsic part of who we are as a nation, our culture and way of life. Between 2001 and 2021, the number of Welsh speakers in Cardiff increased by over 31%, with the latest Census figures indicating that over 17.5% of the city's population, aged 3+, have one or more skills in the Welsh language.

The city will continue to face challenges moving forward, however. With continued hybrid working, office workers are unlikely to return to the city in the same volume and the move towards online shopping will likely continue. Nonetheless, this does provide an opportunity to reimagine the city as a new landscape with cultural events, spaces and experiences that bring people together whilst creating dedicated space for the concentration of high value businesses.





## Cardiff Tomorrow

Cities will remain nationally significant centres of employment. 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 leading role in the Welsh economy post-Covid, delivering economic prosperity – not just for the residents of Cardiff, but for the people of Wales. This will mean working with partners – across all sectors – to deliver a stronger, fairer and greener economy.

In order to respond to the legacy of the pandemic and drive up productivity, a focus on delivering more – and better – jobs needs to be maintained. Continuing to implement the Real Living Wage across the public and private sectors remains crucial to this – not only does the Real Living Wage help each individual employee, but it also helps local businesses by retaining additional income within the city.

Looking ahead, the economic recovery will be uneven, with some sectors continuing to be impacted by the legacy of the pandemic, particularly those sectors – such as hospitality and retail – that typically employ young people, women and those with an ethnic minority background. Moving forward, the city will need to focus on investing in skills training and into work support for young people, women and workers displaced by the pandemic, ensuring that this support is accessible to ethnic minority communities in order to address the gap in economic activity and employment. This includes ensuring that skills match with Cardiff's ambition for a prosperous, green and equal recovery, as well as the commitment to social, economic and environmental justice as the city transitions to an economy which promotes well-being. Attracting inward investment to create jobs in high-value industries of the future – including the green economy – as well as creating good-quality, accessible jobs across Cardiff's communities to

increase economic and social well-being will also continue to be essential.

It will be crucial that Cardiff responds to these challenges by taking a more active role in the management of the city centre. As the economy restructures and space within the city centre gets repurposed, it must be done so in a way that adds to the city, whether it is better and more appropriate office and co-working space, new public squares and spaces, or a greener city centre environment which seeks to raise environmental standards, improve sustainability and reduce carbon emissions. Linked to this, it is also important to consider how the city's spaces will perform in a changing climate and predicted increases in extreme weather events; adaption will be key, ensuring that infrastructure, both new and old, meets the highest construction standards. Through alignment between the public, private and third sector, this can be achieved with imagination and verve, attracting new investment and talent.

Furthermore, sport, music and cultural events reflecting the diversity of Cardiff will need to be placed at the centre of recovery. They not only play a key role in putting the city on the international stage – attracting visitors and investment to Wales – but in cultural well-being, cementing Cardiff's reputation as a welcoming and inclusive city. Also important to cultural well-being will be celebrating the Welsh language, ensuring it is protected and nurtured for future generations to use and enjoy. As set out in the [Bilingual Cardiff Strategy \(2022-27\)](#), the vision for the city is to develop a truly bilingual Cardiff, where citizens can live, work and play, as well as access services and support in Welsh or English equally. The PSB will therefore need to do all that it can to support the ambition to double the number of Welsh speakers in the city by 2050, supporting Welsh Government's Cymraeg 2050 vision to both achieve a million Welsh speakers by 2050, and increase the percentage of the population that speak Welsh daily – and can speak more than just a few words of Welsh – to 20%.



## Priorities for Partnership Working in Cardiff:

### We Will:

Work together to deliver new apprenticeship and trainee opportunities across the city's public services.

Work in partnership to support Cardiff's major events programme, being mindful of their impact on the cost of delivering public services.

Aim to double the number of Welsh speakers in Cardiff by 2050.

Work together to maximise outdoor recreation using green and blue infrastructure.

Work together on maximising opportunities for local employment and supply chains during the development and building of significant new public sector infrastructure, such as health or local authority estates, ensuring that new infrastructure supports the city to achieve decarbonisation and climate resilience, to improve the health and well-being of our communities.





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# One Planet Cardiff

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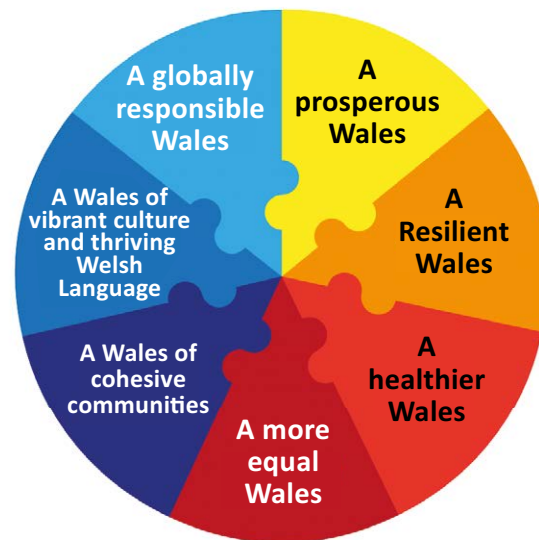
# Introduction

Climate change, the unsustainable use of natural resources and the associated nature emergency are some of the most significant challenges facing society, impacting on all areas of well-being.

The effects of the climate emergency are already being felt in Cardiff with more extreme weather patterns and changes in biodiversity. This has come with associated economic and social costs due to the impacts of heatwaves, flooding and spikes in food prices.

As the city continues to grow, significant changes are needed to the way we live to reduce emissions and mitigate the impacts of climate change to become a one planet city. With extreme weather becoming more common, we need to ensure our buildings and infrastructure are resilient and make adaptations as required.

Cardiff's [One Planet Strategy](#) sets out the actions that will allow the city to respond to the climate and biodiversity emergency and meet its aim of becoming carbon neutral by 2030. The next five years will be critical to making this happen.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
Per capita CO <sub>2</sub> emissions
Sustainable transport modal split
Levels of Nitrogen Dioxide (NO <sub>2</sub> ) and particulate matter (PM10, PM2.5) pollution levels in the air
Use of/proximity to accessible natural space: <ul style="list-style-type: none"> <li>• Quality: Number of sites meeting Green Flag Award and Green Flag Community Award criteria</li> <li>• Accessibility: Percentage of people who live within walking distance of high-quality green space</li> </ul>
Percentage of designated features in protected conservation sites that are in 'favourable' condition. Sites include Sites of Special Scientific Interest (SSSI) and Special Areas of Conservation (SAC)
Percentage of Cardiff residents who feel confident in buying food that is produced in an environmentally-friendly way
Percentage of Cardiff residents who feel there is a movement for good food in Cardiff
Number of properties in Cardiff registered to Natural Resources Wales' (NRW's) Flood Warning Service
Municipal waste reuse/recycling/composting rates

## Cardiff Today

Climate change is one of the most serious threats facing Cardiff with impacts such as rising sea levels, increased frequency of extreme weather events, air pollution, the depletion of natural resources and ecosystem resilience putting the city and the well-being of residents at direct risk. As the city's population grows, managing the impacts of climate change in a resilient and sustainable fashion is a major long-term challenge.

Cardiff has the second highest figure for CO<sub>2</sub> emissions per capita out of the UK's Core Cities with the emissions from transport and homes making up the majority of its carbon footprint. Although over 51 % of Cardiff's residents in the latest transport survey reported travelling to work by sustainable modes of transport and a significant shift has been made in the use of cycling as a mode of travel, the city continues to have the largest volume of motor vehicle traffic by local authority in Wales. Since 2016-17, public transport usage (bus and rail) has only slightly increased from 16.8 % to 18.1 % and cycling accounts for just 15 % of overall travel. Furthermore, demand for energy is continuing to rise with the [Powering Future Cities Report \(2016\)](#) predicting that, of the UK's major cities, Cardiff is to have the most significant increase in demand for domestic electricity and gas between 2015 and 2035, at 44 % and 28 % respectively. A significant acceleration in the shift to sustainable forms of travel and renewable sources of energy production is needed.

Emissions are not just driving climate change but are a significant health threat. It is estimated that the equivalent of up to 1,400 deaths each year in Wales alone can be attributed to air pollution and the risk to health is greatest for people living in the most deprived areas, where general health and air quality tend to be poorest. Modelling data shows Cardiff has the highest levels of Nitrogen Dioxide (NO<sub>2</sub>) and

Particulate Matter (PM<sub>2.5</sub> and PM<sub>10</sub>) pollution in Wales. Poor air quality due to levels of Particulate Matter also adversely effects the natural environment and biodiversity. Projections from the Air Quality Expert Group (2019) suggest that while exhaust emissions are likely to continue to fall, following a move toward electric and ultra-low emission vehicles, non-exhaust emissions from the wearing down of tyres and road surfaces are likely to grow in line with increasing levels of traffic. Reducing emissions by reducing use of the car will need to be a top priority.

Cardiff benefits from having a rich and varied natural environment, with its parks, rivers and waterfront location contributing significantly to its economy and health and well-being. The city is the top performer in Wales in terms of walking accessibility to local green space and is the most Green Flag awarded area in Wales. However, as well as facing a climate crisis, there is also a nature emergency. Natural resources are being used at an unsustainable level. Following a two-year dip, Cardiff's current municipal recycling rate – as reported at the cumulative 2022-23 mid-year position – is just above the 64 % target set by Welsh Government, at 64.02 % and work is ongoing to ensure that the city meets the statutory recycling target of 70 % by 2025.

Globally and locally, overconsumption and methods of production, along with emissions, are significantly impacting on biodiversity and the ecosystems that we rely on. This is likely to lead to food insecurity, with food price spikes impacting on the ability to access healthy food, particularly for those living in poverty and low-income families. A national Community Food Strategy is currently under development, to encourage the production and supply of locally-sourced food in Wales. The importance of food security is recognised by the city – in 2021, Cardiff became the first place in Wales to achieve Sustainable Food Places Silver Status and work is ongoing to achieve Gold Status.



Healthy Travel  
Cardiff





## Cardiff Tomorrow

Cardiff's [One Planet Strategy](#) sets out the city's roadmap for responding to the climate and nature emergencies and becoming a carbon neutral city by 2030. In particular, major shifts are needed in the use and sourcing of energy, use of the car and the procurement of food and services. Cardiff PSB's Climate Emergency Partnership Board will have a key role to play in this.

As Cardiff's population grows, so will its emissions and its contribution to global demand on finite natural resources if action is not taken, leading to the acceleration of climate change and its impacts on the environment, biodiversity and our health and well-being. It is estimated that Cardiff will need between 19,000 and 30,500 new homes and 30,000 and 43,000 new jobs by 2036. Key to sustainable growth will be ensuring new developments contribute to a carbon neutral city, reducing the use of the car and increasing the use of local and renewable energy sources. Crucial to this will be progressing the ambition of creating a '15-minute city' with walkable neighbourhoods, which enables residents to access most of the facilities they need on a daily basis within a short distance from their home. It will also be important to develop a circular economy, to minimise the environmental impact of consumption, the production of goods and delivery of services.

With Cardiff having the largest travel to work area population in Wales, a significant shift to sustainable modes of transport at a local and regional level will be needed if the city is to make a step change in reducing its emissions and improving air quality. Meeting this challenge will require continued investment in public transport systems, further development of Cardiff's active travel network and its promotion to the city's workforce and residents and applying local travel principles to the planning of communities.

Greening the city's infrastructure will also play a key role in reducing Cardiff's carbon footprint, as well as improving air quality and supporting biodiversity. This will require land management techniques that stimulate and support habitat and carbon capture. A city-wide tree planting programme is being taken forward through Cardiff's Coed Caerdydd project with

a target of increasing the city's tree canopy from 18.8% to 25% by 2030.

By the 2050s in Wales, summer average temperatures are projected to rise by 1.34 degrees, with summer rainfall expected to decrease by around 16%. Winter rainfall is projected to rise by 5% and sea levels are projected to rise by 24cm in Cardiff. By the 2080s, summer average temperatures are projected to increase by 3.03 degrees, more than double that projected for the 2050s, and sea levels are projected to rise by 42cm in Cardiff. The consequences to the environment and health and well-being are wide-ranging and the risks are not distributed equally with some of the most vulnerable and disadvantaged communities more likely to face the most severe impacts. People on low incomes are less likely to have the resources to adapt to or recover from floods and are more likely to live in buildings that are poorly adapted to high temperatures. More extreme weather events could also have significant impacts on older people. As well as being at higher risk of heat related illness and mortality, social isolation may increase during heatwaves. Older people, people with disabilities and those with long-term health conditions are particularly vulnerable during flooding events that could lead to disruption to their health and social care support.

Adapting the city's infrastructure will need to be a priority. Homes, buildings and infrastructure will need to be adapted to protect communities from the financial and health impacts of flooding and heatwaves. Nature-based solutions and other adaptive approaches will also be required to minimise the impact of development on natural habitat and water quality, enabling nature's recovery.

However, behavioural change is one of the greatest challenges to delivering a 'net-zero' and nature-positive city. Everyone will need to be involved in taking action to change the way we live at home, at work and in our communities. Reducing use of the car, reducing energy consumption through using green products and technologies, and eating lower carbon and healthier food will make the difference. Key to this will be involving communities in decision making, education and putting in place the social, economic and institutional measures and infrastructure that makes low carbon action the 'natural choice'.

# Priorities for Partnership Working in Cardiff:

## We Will:

Set out a collective carbon reduction ambition for public services.

Lead a programme of work on creating behaviour change and developing enabling environments with PSB staff, focusing on travel, energy use and food.

Work together to transition to a low emission public sector fleet by:

- Exploring opportunities for shared depot facilities, optimising opportunities for integrated electric vehicle (EV) charging infrastructure and possible direct renewable energy supply.
- Exploring technical opportunities that could enable partner organisations to utilise each other's existing on-site charging infrastructure.
- Exploring opportunities to develop shared procurement arrangements for new EV fleet vehicles.

Work together to reduce the carbon impact of PSB members' procurement activities and move to a circular economy.

Work together to reduce carbon in public service estates by:

- Comparing and collating overall cost estimates for net-zero by 2030 amongst all partners, and identifying funding gaps, strategic issues, and opportunities for onward discussion with policy makers.
- Embedding carbon sequestration, tree planting and environmentally responsible land management protocols in estates' strategies.

Increase the opportunity to absorb emissions and improve biodiversity with green infrastructure. This includes exploring the use of public sector land to increase tree planting to increase carbon sequestration and improve biodiversity.

Work together to develop and deliver a Local Nature Recovery Action Plan.

Complete and sustain implementation of the Healthy Travel Charter to support a modal shift amongst public service staff.

Work together on maximising opportunities for developing walkable neighbourhoods during the development and building of significant new public sector infrastructure, such as the health or local authority estate, progressing Cardiff's ambition to become a '15-minute city'.

Promote healthy, local, and low-carbon food and support Food Cardiff's bid to become the first Gold Sustainable Food Place in Wales.

Improve water quality through nature-based, whole catchment solutions to water resources management.

Understand the impact of the changing climate on our services and estates such as the flood risk, implementing climate adaptation solutions as required.







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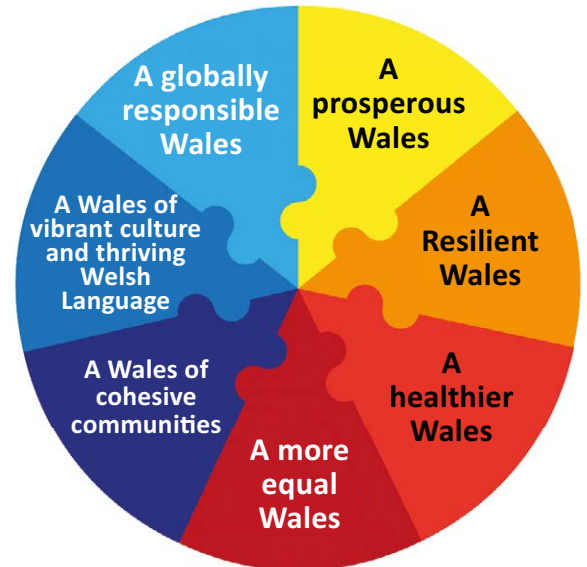
# Modernising and Integrating Our Public Services

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## Introduction

The pandemic response brought into sharp focus the power of public sector collaboration and the need to harness assets, technology and the workforce to meet the requirements of modern public service delivery. As a result, it is important that organisations continue working together to ensure that assets are used purposefully, technology is effectively deployed, and that the workforce is developed and supported to meet all service delivery requirements. This will ultimately develop a more agile, preventative and greener public sector, providing improved and sustainable services for citizens.



## Measuring Progress:

City-level outcome indicators that the PSB will seek to impact
Percentage of people who agree that the quality of public services in Cardiff is good overall
Percentage of people satisfied with their ability to get to/access the facilities and services they need

## Cardiff Today

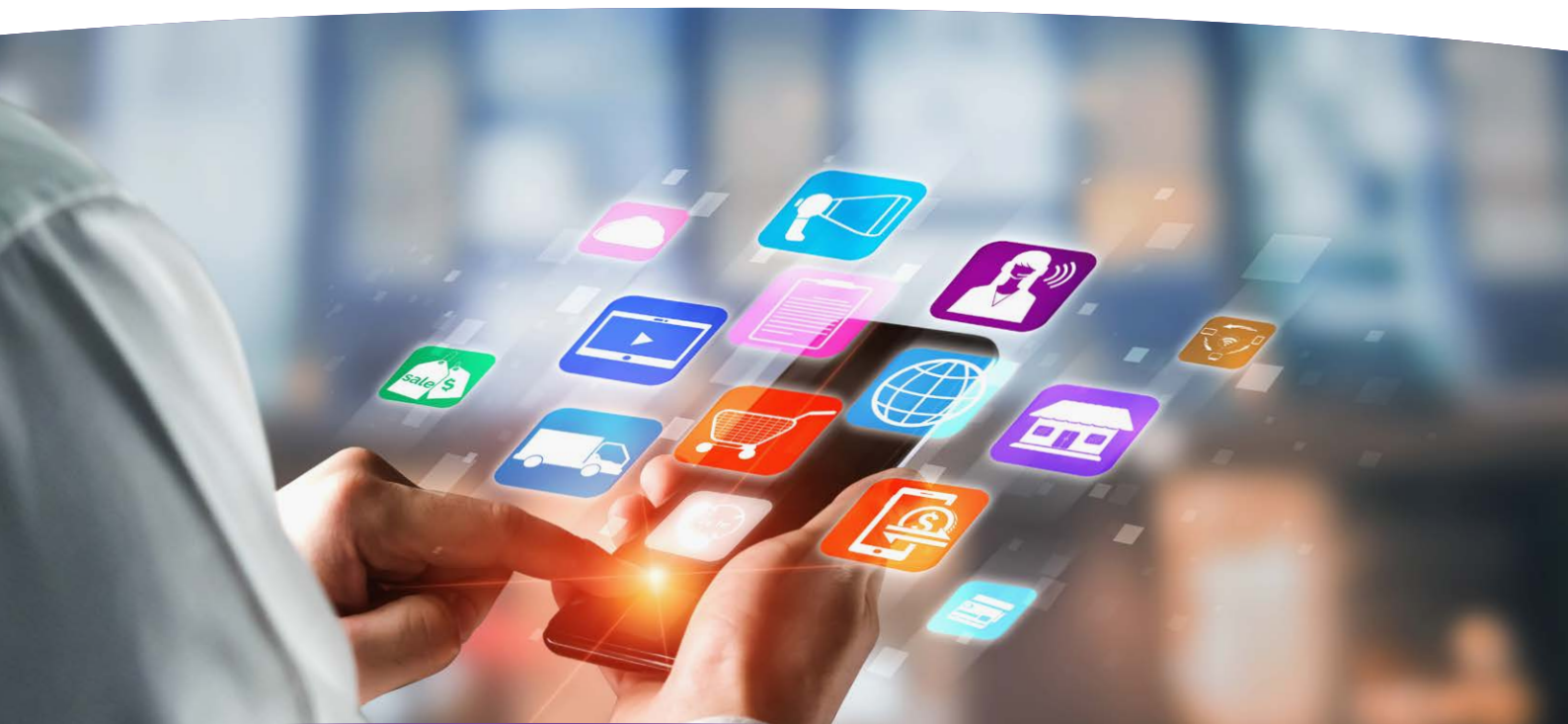
The city's public services continue to face unprecedented challenges.

In response to rising demand and reducing budgets, Cardiff's public services are pursuing a programme of modernisation to improve efficiency, better support service delivery, and promote social and environmental change. Partnership working is crucial to the success of this agenda, including increased collaboration and integration of services at a community level – such as the co-location of services within community facilities or Hubs – and introducing multi-agency teams to make sure that the right service is provided at the right time, by the most appropriate organisation and in the right way.

The challenge of responding to Covid-19 radically accelerated this agenda and necessitated the delivery of innovation, both within and between organisations. Indeed, the past few years has seen

joint working between the city's public services on an unprecedented depth and scale, with radical solutions – requiring fundamental redesign and reform – being identified, agreed, and delivered.

The challenge of responding to the pandemic particularly accelerated the use of digital technologies and data analysis in service delivery, with the city's response relying on the rapid, robust collection, presentation and analysis of real time data across the public service system to inform decision making. Public services will need to embed this shift in practice to significantly strengthen performance management and insight moving forward. Furthermore, citizen expectation and familiarity with 'digital' has increased, with new adopters of digital services, previously seen as unable or unwilling to access services online, having to out of necessity. People now expect digital public services that are indistinguishable from other services they access, and so digitalisation will need to accelerate over the years ahead.





## Cardiff Tomorrow

Public services will continue to face significant challenges moving forward, including meeting the needs of a growing older population, increasing demands and cost pressures on health and social services and delivering services that have a low carbon footprint.

To manage these challenges, public services will need to build on the change and innovation of the past few years to continue to modernise the way in which they operate and to promote early intervention and prevention. This includes developing a new approach that brings together assets, technology, and the workforce to unlock further efficiency savings, achieve environmental gains and deliver an improved service offer. Enhancing the effective use and analysis of data in service management and service improvement will be central to this new approach. In practice, this will mean continuing to progress a collaborative approach to the management and development of the city's public sector estate and services.

Through a joint approach, Cardiff's public services will be better able to respond to the needs and

strengths of its diverse local communities, providing accessible and adaptable services for citizens that support effective placemaking. With one of the oldest ethnically diverse communities in Britain, Cardiff is renowned for its cultural diversity and vibrancy, with 21 % of the population belonging to an ethnic minority group. Moving forward, a collective focus will be placed on delivering the [recommendations of Cardiff's Race Equality Taskforce](#), ensuring Cardiff is an anti-racist city where everyone can thrive, no matter their background. This work is aligned to [Welsh Government's Anti-Racist Wales Action Plan](#).

Citizen engagement will be crucial to the success of these joint approaches. By empowering residents to participate in local decision making, public services can improve resource management, ensuring that resource is directed to those areas that require it and will have the most positive impact on communities.

Allied to this, partner organisations will need to take advantage of their own power and role as anchor institutions within local communities, using their abilities and influence to produce the best results for citizens across the city. The spending and investment decisions of public services must be fully leveraged to create opportunities for residents whilst promoting social and environmental improvements.



Public services need to build on the change and innovation of the past few years...to unlock further efficiencies, environmental gains and an improved service offer.



## Priorities for Partnership Working in Cardiff:

### We Will:

Increase the use of data, including shared data, across public services to inform decision making and service reform, building on the successful approach adopted during the pandemic.

Take an integrated approach to the management of public sector land, buildings and services in localities, responding to the needs and strengths of each community, including existing and planned communities.

Increase levels of citizen engagement in decision making, particularly from civically disengaged groups and young people, exploring a joint approach to citizen engagement and consultation.

Lead public services that respond to and reflect the diversity of the city, including responding to and implementing in full the recommendations of the [Race Equality Taskforce](#).





## Measuring Progress – Outcome Indicators

Setting measurements against each Well-being Objective will assist Cardiff PSB in evaluating the level of success in raising the well-being of the city and identifying areas that require additional focus or revised priorities. These will be reported annually.

The measures chosen below are a combination of national, regional and local outcomes, selected to

clearly demonstrate progress against each objective. It is recognised that while reporting annually, and the need to demonstrate short-term impact, many of the progress measures chosen will require a long-term view in order to achieve the desired target.

Additional indicators have been included to measure the reported well-being of the people of Cardiff, taking a holistic view of well-being rather than being aligned to a particular Objective within the Plan.

### Well-being Indicators

Personal Well-being – Life satisfaction
Personal Well-being – Feel worthwhile
Personal Well-being – Happiness
Personal Well-being – Anxiety
Percentage of people moderately or very satisfied with their jobs

### Objective 1: Cardiff is a Great Place to Grow Up

Percentage of children in low-income families
Mental well-being: children & young adults and adults (National Indicator 29)
Percentage of children aged 4 to 5 who are a healthy weight
Percentage of students (aged 11-16) who are physically active for more than 60 minutes, less than 3 days a week by family affluence score
Percentage of children cycling/walking to school
Uptake of MMR2 by age 4 (second dose Mumps, Measles, Rubella vaccine)
Percentage of students who currently smoke at least weekly
Year 11 and Year 13 school leavers that are not in education, employment or training (Careers Wales)
Number of First Time Entrants to the Youth Justice System

### Objective 2: Cardiff is a Great Place to Grow Older

Percentage of people aged 65+ who reported their general health as being very good or good

Percentage of people aged 65+ of a healthy weight

Percentage of people aged 65+ reporting they felt involved in any decisions made about their care and support

Percentage of people aged 65+ reporting they received the right information or advice when they needed it

Percentage of people aged 65+ reporting they live in the right home for them

Percentage of people aged 65+ reporting loneliness

Life satisfaction among older people

### Objective 3: Supporting People out of Poverty

Percentage of households in poverty (i.e. below 60 % of median income) by Middle-Layer Super Output Area (MSOA) (after housing costs)

Number of accredited Real Living Wage employers

Number of workers receiving a pay rise onto at least the Real Living Wage

Healthy life expectancy at birth (male & female) including the gap between the least and most deprived (National Indicator 2)

Percentage of low-birth-weight babies (National Indicator 1)

Percentage of adults eating five or more portions of fruit and vegetables a day by deprivation

Percentage of adults active for less than 30 minutes in a week by deprivation

Percentage of adults reporting being a healthy weight by deprivation

Percentage of adults who are current smokers

Housing Affordability: Ratio of house price to median gross annual salary (ONS)

Rough sleepers per 10,000 persons

Food poverty: Estimated percentage of individuals in the previous six months, a) having smaller meals than usual or skipping meals, b) missing meals to afford to pay bills, c) being hungry but not eaten, d) receiving food from a food bank or charity, e) not eating for a whole day, f) none of these

Percentage of households in fuel poverty



Objective 4: Safe, Confident and Empowered Communities
People agreeing that they belong to the area; that people from different backgrounds get on well together; and that people treat each other with respect (National Indicator 27)
Percentage of people able to influence decisions affecting their local area (National Survey)
People feeling safe (at home, walking in the local area, and travelling) (National Survey)
Proportion of people who have offended who reoffend (adults and juveniles) overall in previous 12 months
Percentage of people accessing substance misuse services who reported an improvement in their quality of life
Rates of volunteering

Objective 5: A Capital City that Works for Wales
Unemployment rate of the economically active population aged 16+
GVA per head
Gross Disposable Household Income per head
Employee jobs with hourly pay below the living wage
Percentage of population aged 16-64 qualified NVQ4+ (degree level or equivalent)
Number of apprenticeship learning programmes started in the healthcare and public services sector by Cardiff residents
Attendance at arts events, historic places and museums
People who can speak Welsh



### Objective 6: One Planet Cardiff

Per capita CO<sub>2</sub> emissions

Sustainable transport modal split

Levels of Nitrogen Dioxide (NO<sub>2</sub>) and particulate matter (PM<sub>10</sub>, PM<sub>2.5</sub>) pollution levels in the air

Use of/proximity to accessible natural space:

- Quality: Number of sites meeting Green Flag Award and Green Flag Community Award criteria.
- Accessibility: Percentage of people who live within walking distance of high-quality green space

Percentage of designated features in protected conservation sites that are in 'favourable' condition. Sites include Sites of Special Scientific Interest (SSSI) and Special Areas of Conservation (SAC)

Percentage of Cardiff residents who feel confident in buying food that is produced in an environmentally-friendly way

Percentage of Cardiff residents who feel there is a movement for good food in Cardiff

No. of properties in Cardiff registered to Natural Resources Wales' (NRW's) Flood Warning Service

Municipal waste reuse/recycling/composting rates

### Objective 7: Modernising and Integrating our Public Services

Percentage of people who agree that the quality of public services in Cardiff is good overall

Percentage of people satisfied with their ability to get to/access the facilities and services they need



## Glossary

**Carbon Footprint** – The amount of carbon dioxide released into the atmosphere as a result of the activities of a particular individual, organisation, or community.

**City Region** – The Cardiff Capital Region is made up of an area of South East Wales, consisting of the ten local authorities (Bridgend, Vale of Glamorgan, Rhondda Cynon Taff, Merthyr Tydfil, Caerphilly, Monmouthshire, Blaenau Gwent, Torfaen, Newport and Cardiff)

**Economic Growth** – An increase in the amount of goods and services produced per head of the population over a period of time.

**Food Poverty** – The inability to afford, or to have access to, food to make up a healthy diet. It is about the quality of food as well as quantity.

**Fuel Poverty** – The inability to afford to keep one's home adequately heated. In Wales fuel poverty is defined as a household spending more than 10% of household income on fuel, and the household is deemed to be in severe fuel poverty if spending more than 20%.

**Healthy Life Expectancy** – An estimate of how many years a person might live in a 'healthy' state.

**Indicators** – Performance indicators are ways of measuring progress towards achieving our objectives. The indicators used in this report have been agreed by the Cardiff Public Services Board.

**Inequality** – Gaps in status (such as health status) between different groups; for instance, those who live in different areas, or of different ethnicity or socio-economic status. Such differences can be caused by a variety of factors, not all of which are possible to change e.g. inherited characteristics or geographical location.

**Inequity** – A difference (for example, in health) that is unnecessary, avoidable, unfair, or unjust; such differences are amenable to action.

**Life Expectancy** – The estimated amount of years that a person may expect to live.

**Outcome Indicator** – A measure of city-wide performance.

**Population Growth** – The increase in the number of individuals in a population.

**Poverty** – Living below the poverty threshold which is defined as under 60% of the average household income (before housing costs).

**Public Services Board** – Public sector bodies acting jointly to improve the economic, social, environmental and cultural well-being of the Local Authority area. Statutory membership includes the Local Authority, Health Board, Fire and Rescue Service and Natural Resources Wales.

**Real Living Wage** – The Real Living Wage is the only UK wage rate that is voluntarily paid by over 10,000 UK businesses who believe their staff deserve a wage which meets everyday needs - like the weekly shop, or a surprise trip to the dentist. Currently this is set at £9.90 per hour (£11.05 in London).

**Social Isolation** – A state of complete or near-complete lack of contact between an individual and society. It differs from loneliness, which reflects a temporary lack of contact with other humans.

**Southern Arc** – The 'Southern Arc' of Cardiff is made up of the following electoral divisions: Adamsdown, Butetown, Caerau, Canton, Ely, Grangetown, Llanrumney, Riverside, Rumney, Splott and Trowbridge.

**UK Core Cities** – The Core Cities are a group of 11 major cities, including the eight largest city economies in England (not including London) as well as Belfast, Cardiff and Glasgow. Comparisons to these cities are included throughout this document.

**Well-being** – Put simply well-being is about 'how we are doing' as individuals, communities and as a nation and how sustainable this is for the future. Well-being can be described as having 10 broad dimensions, "the natural environment, personal well-being, our relationships, health, what we do, where we live, personal finance, the economy, education and skills, and governance" (Office of National Statistics, 2013).

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# Appendix A

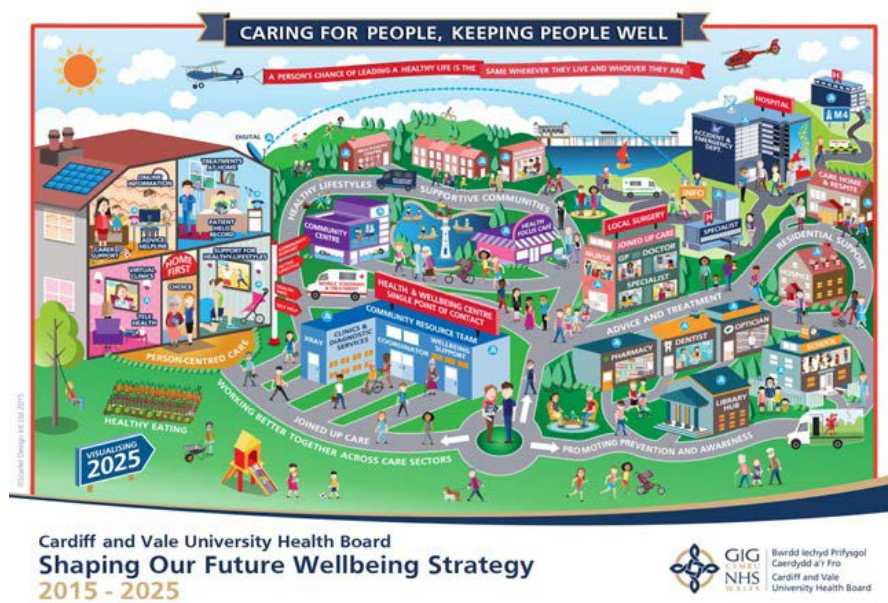
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# Cardiff Public Services Board Members - Strategic Plans

(Cardiff's Local Well-being Plan is a complementary document to the strategic plans of each PSB member)

## CARDIFF AND VALE UNIVERSITY HEALTH BOARD – SHAPING OUR FUTURE WELL-BEING STRATEGY (2015-2025)



### Strategic objectives:

#### For Our Population - we will:

- Reduce health inequalities;
- Deliver outcomes that matter to people; and
- All take responsibility for improving our health and wellbeing.

#### Our Service Priorities - we will:

- Offer services that deliver the population health our citizens are entitled to expect.

#### Sustainability - we will:

- Have an unplanned (emergency) care system that provides the right care, in the right place, first time;
- Have a planned care system where demand and capacity are in balance; and

- Reduce harm, waste and variation sustainably making best use of the resources available to us.

#### Culture - we will:

- Be a great place to work and learn;
- Work better together with partners to deliver care and support across care sectors, making best use of our people and technology; and excel at teaching, research, innovation and improvement and provide an environment where innovation thrives.

**Cardiff & Vale University Health Board are currently in the process of refreshing the strategy, with a view to publishing a new version in the autumn of 2023.**



# Cardiff Public Services Board Members - Strategic Plans

## CARDIFF AND VALE OF GLAMORGAN AREA PLAN FOR CARE AND SUPPORT NEEDS (2023-28)

The new Area Plan for Care and Support Needs is currently under development.

## NATURAL RESOURCES WALES - CORPORATE PLAN (2023-2028)

NRW are currently developing their Corporate Plan 2023-2028, which is due to be published at the end of March 2023.

### NRW's Vision:

Nature and people thriving together

### NRW'S Mission:

We make a difference by targeting our action to:

- The recovery of nature
- The resilience of communities to climate change
- The prevention of harmful pollution

### Well-being Objectives to 2030

By 2030 in Wales:

- Nature is recovering
- Communities are resilient to climate change
- Harmful pollution is prevented

In 2020, NRW published their second Statement of Natural Resources Report (SoNaRR), an assessment of Wales' sustainable management of natural resources, including Wales' impact globally. Complimenting this, in 2020, NRW published an Area Statement for South Central Wales, outlining the key challenges facing the area, what we can do to



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Wales**

meet those challenges and who we can better manage natural resources for the benefit of future generations. It is also pertinent to note that the Cardiff Local Nature Partnership will be publishing a Local Nature Recovery Action Plan for the city. Nationally, Welsh Government published a Nature Recovery Action Plan in 2015, setting out the commitment to reversing the loss of biodiversity in Wales. The Action Plan was refreshed for 2020-21 to provide focus and prioritisation within the emerging ecological crisis.



# Cardiff Public Services Board Members - Strategic Plans

CARDIFF COUNCIL - STRONGER, FAIRER, GREENER STRATEGY 2022

The ambition is 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 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.



Corporate Plan 2023-26: Cardiff Council is proposing to adopt the same seven Well-being Objectives as those in Cardiff Public Services Board's Local Well-being Plan.

# Cardiff Public Services Board Members - Strategic Plans

## SOUTH WALES FIRE AND RESCUE SERVICE – STRATEGIC PLAN 2020/2030

### 8 Strategic Themes:

- 1. Keeping you Safe:** raise your awareness of risks through education and information, to protect you from harm.
- 2. Responding to your Emergency:** Respond quickly and effectively when you need us.
- 3. Protecting our Environment:** Make sure that we are always planning and working in a way that helps sustain the planet for our future generations.
- 4. Working with our Partners:** Work with our partners to design services that are delivered and targeted based on a joint understanding of risk, to deliver on our shared outcomes.
- 5. Engaging and Communicating:** Talk to and involve our communities and people so that we can deliver our services to effectively meet your needs.
- 6. Valuing our People:** Support a diverse workforce that represents your community, is well trained and motivated to deliver our service.
- 7. Using Technology Well:** Continually look to use the right technology where it can improve our service to you.
- 8. Continuing to work Effectively:** Make sure that our service provides value for money and that we are clear about how we are performing.

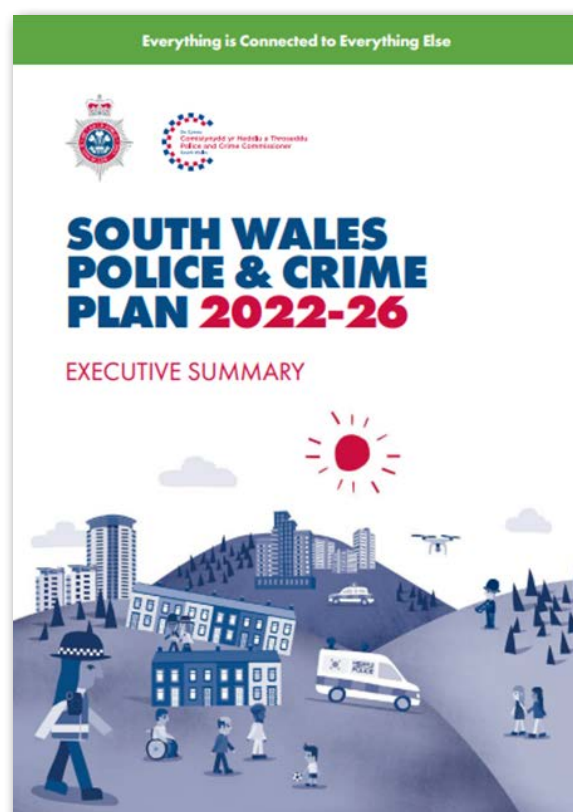


# Cardiff Public Services Board Members - Strategic Plans

## SOUTH WALES POLICE & CRIME PLAN (2022-26)

### Service Priorities:

1. Reduce and prevent crime and anti-social behaviour to keep people safe and confident in their homes and communities.
2. Work to protect the most vulnerable in our communities, understanding causes and taking prompt positive action as issues arise.
3. Ensure that South Wales Police continues to be a high performing force in terms of the operational response to crime, threats, harm and the detection of offenders.
4. Involve and empower our communities, working with partners in local government, health, fire and Welsh Government, the third sector and education to deliver services that people need.
5. Work to make the local criminal justice system efficient and effective to meet the needs of victims and reduce re-offending.
6. Spend your money wisely, playing our part to protect the environment and support our people to provide the best possible policing in your community.



The Plan is supported by the **Chief Constable's Delivery Plan (2021-25)**, which seeks to deliver action across the following areas of focus:

### 1. Organisational:

- Innovative and productive
- Evidence-based
- Inclusivity

### 2. People:

- Health, safety, and well-being
- Equality, diversity and inclusion
- Supportive leadership and supervision

### 3. Operational:

- Prevent harm from serious and organised harm
- Protect against exploitation
- Focus on victims

### 4. Partnerships:

- Early intervention and prevention
- Community problem solving
- Criminal justice, offender management and diversion





# Cardiff Public Services Board Members - Strategic Plans

## CARDIFF THIRD SECTOR COUNCIL – STRATEGIC BUSINESS PLAN (2022-25)

C3SC’s mission is to enable a thriving community of services, community action and volunteering by providing effective support, resources and an influential, collective voice for the third sector and volunteering in Cardiff.

### Four areas of activity:

1. Providing tailored, high-quality advice, information, and support – to ensure local not for profit voluntary groups, community organisations and social enterprises are Thriving and Sustainable. Our support includes helping groups to secure and generate the resources they need to survive and grow. We will work alongside formal and informal voluntary groups at every stage – whatever their size, their community of interest, whether they are just starting out, wanting to set up more formally, or plan for sustainability and growth.
2. Supporting groups and organisations with trusteeship and Good Governance.
3. Enabling more people and communities to be involved in and benefit from Volunteering.
4. Ensuring effective Representation and Policy Influence, making connections across our membership and public service partners, providing opportunities for collaboration and learning, and promoting the invaluable contribution of our members and volunteers.





# Cardiff Public Services Board Members - Strategic Plans

## HM PRISON & PROBATION SERVICE– SHAPING OUR FUTURE BUSINESS STRATEGY

HMPPS' vision is working together to protect the public and help people lead law-abiding and positive lives.

### 4 Key Principles:

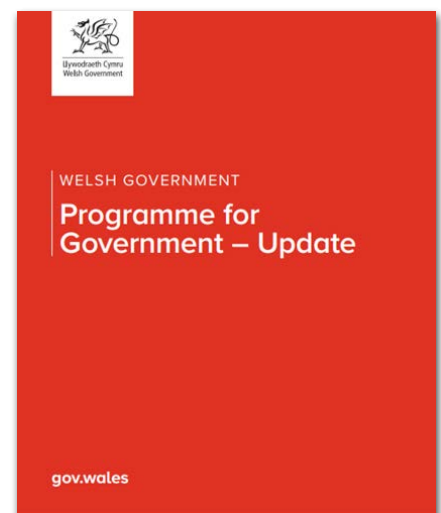
1. Enable people to be their best
2. An open, learning culture
3. Transform through partnerships
4. Modernise our estates and technology



## WELSH GOVERNMENT – PROGRAMME FOR GOVERNMENT (2021-2026)

### 10 Well-being Objectives:


1. Provide effective, high quality and sustainable healthcare
2. Protect, re-build and develop our services for vulnerable people
3. Build an economy based on the principles of fair work, sustainability and the industries and services of the future.
4. Build a stronger, greener economy as we make maximum progress towards decarbonisation
5. Embed our response to the climate and nature emergency in everything we do
6. Continue our long-term programme of education reform, and ensure educational inequalities narrow and standards rise.
7. Celebrate diversity and move to eliminate inequality in all of its forms
8. Push towards a million Welsh speakers, and enable our tourism, sports and arts industries to thrive.
9. Make our cities, towns and villages even better places in which to live and work
10. Lead Wales in a national civic conversation about our constitutional future and give our country the strongest possible presence on the world stage.





### Cardiff Well-being Objectives - Contribution to the National Well-being Goals and Timescales

Goal 1	Goal 2	Goal 3	Goal 4	Goal 5	Goal 6	Goal 7
A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales

 Primary Contribution to the National Well-being Goals

\* Opportunities to contribute

2023    2024    2025    2026    2027    2028+

#### 1. Cardiff is a Great Place to Grow Up

	*			*	*		01	Gain UNICEF Child Friendly City status, ensuring every child and young person has their voice heard and needs taken into account when planning and delivering services.								
	*	*		*			02	Through the Cardiff Commitment, improve collaboration between Schools, Employers, and Further and Higher Education Institutions to further develop the authenticity of the School Curriculum in Cardiff, strengthening the power of Education to transform young people’s futures and build the skills needed in 21 <sup>st</sup> century workplaces.								
*	*				*	*	03	Develop approaches to identify early those at risk of Adverse Childhood Experiences (ACEs) and establish preventative, multi-agency, interventions that support children and families before they reach crisis point.								
*	*				*	*	04	Deliver a nurturing, empowering, safe and trusted approach to emotional well-being and mental health for children and young people, enhancing preventative services and supporting children presenting in acute psychological distress.								
*	*				*	*	05	Improve childhood vaccination/ immunisation uptake in Cardiff, particularly in the most deprived communities/ socio-economic groups, through delivering a data-led, targeted approach.								

*	*				*	*	06	Increase the percentage of children and young people with a healthy weight and increase physical activity levels, by delivering the Move More, Eat Well Strategy 2020-2023.						
							07	Reduce – and ultimately prevent – the uptake of smoking in children and young people.						
*	*				*	*	08	Develop an integrated care model – and improve the support offer - for children and young people with co-occurring complex health and disability needs.						
	*				*		09	<p>Deliver safe and supportive communities to keep our children and young people safe from harm by:</p> <ul style="list-style-type: none"> <li>• Preventing and reduce offending by children and young people through delivering the Building Safer Futures Together Strategy for youth justice.</li> <li>• Addressing serious youth violence through developing a robust, integrated, data-led approach to public services that work with young people.</li> </ul>						
	*				*	*	10	Identify and recognise unpaid carers, including young carers, for the vital contribution they make to the community and the people they care for, enabling unpaid carers to have a life alongside caring.						

A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales
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2023    2024    2025    2026    2027    2028+

### 2. Cardiff is a Great Place to Grow Older

*				*						
*										
*										

A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales
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2023 2024 2025 2026 2027 2028+

### 3. Supporting People Out of Poverty

	*	*					01	Implement the Real Living Wage across the public and private sectors and by November 2025: <ul style="list-style-type: none"> <li>• Increase the number of accredited Living Wage employers across the city to 300</li> <li>• Increase the number of workers receiving a pay rise onto at least the Real Living Way to 13,900</li> </ul>						
	*	*					02	Develop innovative, data-led approaches to tackle health inequities and amplify prevention in the wake of the pandemic and current cost of living crisis, including: <ul style="list-style-type: none"> <li>• Improving childhood vaccination and immunisation uptake in Cardiff</li> <li>• Improving uptake of bowel screening</li> <li>• Reducing the prevalence of smoking</li> </ul>						
	*	*					03	Increase the percentage of people with a healthy weight and increase physical activity levels, particularly in the more deprived communities, through the delivery of the Move More, Eat Well Strategy 2020-2023.						
		*					04	Work together to tackle and prevent homelessness, with a focus on delivering sustainable and affordable housing options across the city to meet the growing levels of acute housing need, including for those who need specific housing with support.						
		*					05	Build on the success of Cardiff's 'No Going Back' approach to rough sleeping, by developing a trauma-informed, public health-based approach to positively impact the lives of vulnerable people, especially those with street-based lifestyles.						

A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales
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2023 2024 2025 2026 2027 2028+

**4. Safe, Confident and Empowered Communities**

*	*	*	*	01	Respond to the new statutory Violence Prevention Duty, underpinned by a public health-based approach to violence reduction.						
*	*	*	*	02	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 and implementing updated Violence against Women, Domestic Abuse and Sexual Violence strategy by March 2023.						
*	*	*	*	03	Work in partnership to identify vulnerability and prevent harm in the evening and night-time economy.						
*	*	*	*	04	Safeguard those at risk of exploitation and those who have been a victim of crime. This includes embedding a contextual approach to safeguarding across Cardiff.						
*	*	*	*	05	Disrupt the illicit supply of substances in our communities to prevent and protect children and vulnerable adults from exploitation, neglect, and abuse, and to reduce violent crime.						
*	*	*	*	06	Reduce - and ultimately prevent - health and wellbeing harms from substance use, focussing on prevention and early identification of harmful alcohol use, and developing safe alternatives for people who currently use substances in public spaces.						
*	*	*	*	07	Implement the CONTEST counter terrorism strategy and work in partnership to respond to the requirements of the new PROTECT Duty.						
*	*	*	*	08	Deliver local partnership-based projects which tackle significant anti-social behaviour issues through a problem-solving approach.						
*	*	*	*	09	Establish a partnership approach to reduce the number of older people becoming victims of fraud.						



	*	*			*	*	10	Continue to make the case to UK Government for additional and more sustainable funding to cover the cost of policing the capital city, as is the case in other UK capitals.						
	*	*				*	11	Welcome and support refugees and asylum seekers to build a new life in Cardiff, including continuing to lead the local response to the Ukraine and Afghanistan crises.						

Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales
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2023 2024 2025 2026 2027 2028+

### 5. A Capital City that Works for Wales

	*				*	*	01	Work together to deliver new apprenticeship and trainee opportunities across the city's public services.						
	*	*	*	*			02	Work in partnership to support Cardiff's major events programme, being mindful of their impact on the cost of delivering public services.						
	*	*				*	03	Aim to double the number of Welsh speakers in Cardiff by 2050.						
							04	Work together to maximise outdoor recreation using green and blue infrastructure.						
					*		05	Work together on maximising opportunities for local employment and supply chains during the development and building of significant new public sector infrastructure, such as health or local authority estates, ensuring that new infrastructure supports the city to achieve decarbonisation and climate resilience, to improve the health and well-being of our communities.						

A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales	2023	2024	2025	2026	2027	2028+
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6. One Planet Cardiff

						01	Set out a collective carbon reduction ambition for public services.						
			*		*	02	Lead a programme of work on creating behaviour change and developing enabling environments with PSB staff, focusing on travel, energy use and food.						
*			*		*	03	Work together to transition to a Low Emission public sector fleet by: <ul style="list-style-type: none"> <li>• Exploring opportunities for shared depot facilities, optimising opportunities for integrated EV charging infrastructure and possible direct renewable energy supply.</li> <li>• Exploring technical opportunities that could enable partner organisations to utilise each other’s existing on-site charging infrastructure.</li> <li>• Exploring opportunities to develop shared procurement arrangements for new EV fleet vehicles.</li> </ul>						
		*	*	*	*	04	Work together to reduce the carbon impact of Public Services Board members’ procurement activities and move to a circular economy.						
*			*	*	*	05	Work together to reduce carbon in public service estates by: <ul style="list-style-type: none"> <li>• Comparing and collating overall cost estimates for net-zero by 2030 amongst all partners, and identifying funding gaps, strategic issues, and opportunities for onward discussion with policy makers.</li> <li>• Embedding carbon sequestration, tree planting and environmentally responsible land management protocols in estates’ strategies.</li> </ul>						

*			*	*	*		06	Increase the opportunity to absorb emissions and improve biodiversity with green infrastructure. This includes exploring the use of public sector land to increase tree planting to increase carbon sequestration and improve biodiversity.						
*			*		*		07	Work together to develop and deliver a Local Nature Recovery Action Plan.						
*			*		*		08	Complete and sustain implementation of the Healthy Travel Charters to support a model shift amongst public service staff.						
							09	Work together on maximising opportunities for developing walkable neighbourhoods during the development and building of significant new public sector infrastructure, such as the health or local authority estate, progressing Cardiff's ambition to become a '15-minute' city.						
*					*		10	Promote healthy, local, and low-carbon food and support Cardiff's bid to become the first Gold Sustainable Food Place in Wales.						
*			*	*	*		11	Improve water quality through nature-based, whole catchment solutions to water resources management.						
*			*		*		12	Understand the impact of the changing climate on our services and estates such as the flood risk, implementing climate adaptation solutions as required.						

A Prosperous Wales	A Resilient Wales	A Healthier Wales	A More Equal Wales	A Wales of Cohesive Communities	A Wales of Vibrant Culture and Thriving Welsh Language	A Globally Responsible Wales
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2023    2024    2025    2026    2027    2028+

### 7. Modernising and Integrating Our Public Services

							01	Increase the use of data, including shared data, across public services to inform decision-making and service reform, building on the successful approach adopted during the pandemic						
	*	*	*		*		02	Take an integrated approach to the management of public sector land, buildings, and services in localities, responding to the needs and strengths of each community, including existing and planned communities.						
	*				*	*	03	Increase levels of citizen engagement in decision making, particularly from civically disengaged groups and young people, exploring a joint approach to citizen engagement and consultation.						
	*	*			*		04	Lead public services that respond to and reflect the diversity of the city, including responding to and implement in full the recommendations of the Race Equality Taskforce.						

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Date: 27 October 2022

Councillor Huw Thomas,  
Chair, Cardiff Public Services Board  
Cardiff Council,  
County Hall,  
Cardiff  
CF10 4UW



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

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

Dear Huw,

### **Policy Review & Performance Scrutiny Committee: 18 October 2022**

The Policy Review and Performance Scrutiny Committee welcomed the opportunity to consider the Cardiff Public Services Board (PSB) Annual Report 2021/22 and to engage with the draft Well-being Plan 2023/28. As Chair, Members have asked that I thank you for attending, and also that you pass on our appreciation to Charles Janczewski (UHB), Alun Michael (PCC), Paul Orders and Gareth Newell, for their comprehensive presentation of progress and responses to our questions and comments. We offer the following observations and recommendations for the Boards consideration and response.

#### **Building a culture of trust**

The Committee was reassured to hear all partners speak in positive terms of the strength, benefits and effectiveness of the PSB, particularly as a vehicle to facilitate understanding, and to powerfully convene public sector organisations to practically solve system issues. We noted the Cardiff PSB culture means new members of the partnership feel welcomed, and Members consider that significant trust has developed between PSB partners. This was in clear evidence during the scrutiny and should result in positive contributions from all partners going forward.

#### **Interface with Welsh Government and Future Generations Commissioner**

All Members welcomed partnership working as the way ahead. We were assured that the interface between the PSB, Welsh Government and the Future Generations Commissioner (FGC) is considered appropriate. This is strengthened by positive access to Ministers on key issues, enjoyed by all partners, in addition to the PSB

channels of communication. Partners consider access to government ministers is notably better than in other areas of the UK, commenting that frank conversations with officials across Welsh Government have been a positive development of PSB pandemic working. We note that the unified presentation of challenges the partnership faces has led to a new phase of maturity in the development of relations between PSB's and Welsh Government. We therefore recommend that the culture and successes of all PSB's across Wales are celebrated by Welsh Government and the FGC, and where good practice is in clear evidence it is shared.

### **Public profile of the PSB**

The Committee explored public understanding of the PSB, we feel the Board does not currently have a public profile. We note that the PCC considers improvement within communities is the most important, rather than a high profile for the PSB itself. The PCC reflected that, at its best, the PSB should be invisible, as its work is evident in communities despite the public being unaware of work behind the scenes to secure improvement. However, Members consider the PSB needs to celebrate its collaborative successes more visibly, particularly where a significant public challenge has been overcome.

### **Well-being Plan 2023/28 Consultation**

The Committee is keen to ensure that the consultation approach for the Well-being Plan 2023/28 secures a good level of response and has a clear strategy for mitigating a low response, particularly from minority communities. We note that achieving a good response to any consultation on a strategy document is a particular challenge. We note also that your officers have met individually with ward Councillors to better understand individual community needs, networks and groups. This is a good approach.

However, given the disproportionate impact on minority populations and increasing diversity in the population, the PSB is well placed to broaden the reach of the consultation. We urge that the recommendations and work of the Race Equality Taskforce, created by the Council, are taken forward by the wider public sector, and we wholeheartedly commend the Council to lead on sharing the findings of the Taskforce with its partners.



Members therefore urge you to continue the quest to improve the quality of data held on minority populations to support consultation reach and ensure we have enough data to plan ahead effectively. We request clarification of your plans to mitigate communities that do not engage.

## **Workforce**

Members were interested to hear all partners in agreement that there had been no fall in demand for public services over the summer months of 2022, as would usually be the case; across the public sector summer demand has felt like winter demand. This has highlighted the dual challenges of workforce and finance. Both UHB and PCC reported they face significant recruitment challenges, due to both Covid sickness and stress. We were therefore assured that the PSB is delivering a joint response to workforce pressures, and work is ongoing to analyse comparative terms and conditions between partners.

## **Measuring progress**

The Committee is re-assured that you will continue to measure progress on all indicators in the Well-being Plan and maintain a live City Dashboard that will enable the tracking of 55 indicators within the Well-being Report at any point in time.

## **Recommendations following this scrutiny:**

We commend the work of the PSB. To re-cap the recommendations in our letter:

- That the culture and successes of all PSB's are celebrated by Welsh Government and the FGC, and where good practice is in clear evidence it is shared across Wales.
- That the collaborative successes of the PSB are celebrated more visibly, particularly where a significant public challenge has been overcome.
- That you to continue to improve the quality of data held on minority populations to support consultation reach, clarify your plans to mitigate for communities that do not engage, and ensure we have enough data to plan ahead effectively.

Once again, on behalf of the PRAP Scrutiny Committee the attendance of yourself and key partners to assist us in our consideration of the Cardiff PSB Annual Report 2021/22 is much appreciated. I look forward to the Board's response.

Yours sincerely,



**COUNCILLOR JOEL WILLIAMS**  
**CHAIR, POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE**

cc Members of the Policy Review & Performance Scrutiny Committee,  
Charles Janczewski, Vice Chair of Cardiff PSB, C&V UHB,  
Alun Michael, South Wales Police & Crime Commissioner,  
Paul Orders, Chief Executive, Cardiff Council,  
Gareth Newell, Head of Partnerships and Performance, Cardiff Council,  
Minister for Housing and Local Government,  
Future Generations Commissioner for Wales,  
Auditor General for Wales,  
Andrea Redmond, Committee Support Officer,  
Debi Said, Cabinet Support Officer  
Joanne Watkins, Cabinet Office Manager

Dear Cllr Williams,

**RE: Policy Review & Performance Scrutiny Committee - 18 October 2022**

On behalf of the Cardiff Public Services Board (PSB), I would like to thank the Policy Review & Performance (PRAP) Scrutiny Committee for the constructive session that was held on 18 October 2022. The comments received are valued and a full response to the recommendations made can be found at **Appendix A**.

Firstly, I would like to welcome the recognition that a culture of trust has developed between PSB partners, as well as the crucial role of the PSB in practically solving system issues; this will be ever more important over the years ahead as we continue to jointly respond to complex challenges.

I am also pleased that the Committee has acknowledged that the PSB enjoys positive access to Welsh Government Ministers on key issues and that relations have further developed as a result of the unified presentation of challenges that partners face. As recommended by the Committee, we will continue to celebrate and promote the successes of the Cardiff PSB, as well as partnership working in Cardiff, to the Future Generations Commissioner and Welsh Government. The Committee did note, however, that it feels that the PSB does not currently have a public profile and that the Board needs to celebrate its collaborative successes more visibly. Whilst the PSB considers its low public profile to be appropriate, it is agreed that partnership projects should continue to be celebrated moving forward.

The Committee's comments regarding the Race Equality Taskforce are noted. I would like it to be recognised that the Taskforce was a cross public service initiative; its work was facilitated by the support and contributions of not only the Council, but public and voluntary sector partners across the city. The PSB considered the findings of the Taskforce at its meeting on 30 November 2022 and will receive a report on progress in 2023.

In relation to the Committee's comments regarding the participation of seldom heard groups, it is agreed that ensuring engagement, particularly from minority communities, is challenging. The Council will be bringing forward proposals - to improve engagement and the quality of data held - for consideration in its new Participation Strategy in Quarter 4 of 2022/23.

Finally, in terms of measuring progress moving forward, I would like to highlight that the draft Well-being Plan contains 51 outcome indicators, which will be tracked by the PSB over the next 5 years. Complimentary to the Draft Plan is Cardiff's new City Dashboard, which can be accessed [here](#). The Dashboard provides access to the latest data which helps paint a picture of life in Cardiff. It also provides a detailed profile of each ward in Cardiff and allows for a comparison of life in Cardiff with other areas of the UK (where the data is available).

Once again, on behalf of the Cardiff PSB, I would like to thank the PRAP Scrutiny Committee for a constructive and valuable session.

Yours sincerely,

Cllr Huw Thomas

Leader of Cardiff Council and Chair of the Cardiff Public Services Board

## Appendix A: Response to Recommendations

Recommendation	Accept/ Reject	Response	Lead Officer	To be completed by
That the culture and successes of all PSB's are celebrated by Welsh Government and the FGC, and where good practice is in clear evidence it is shared across Wales.	<b>Accept</b>	We'll continue to celebrate the success of partnership working in Cardiff to the Welsh Government and Future Generations Commissioner, as well as the valuable role that PSBs can play in tackling system issues.	Gareth Newell	Ongoing
That the collaborative successes of the PSB are celebrated more visibly, particularly where a significant public challenge has been overcome.	<b>Accept</b>	Partnership projects will continue to be celebrated moving forward. The PSB will continue to maintain its low public profile, however, as an enabler of successful projects and initiatives.	Gareth Newell	Ongoing
That you to continue to improve the quality of data held on minority populations to support consultation reach, clarify your plans to mitigate for communities that do not engage, and ensure we have enough data to plan ahead effectively.	<b>Accept</b>	Proposals will be brought forward in the Council's new statutory Participation Strategy.	Gareth Newell	Quarter 4 2022/23

## CARDIFF COUNCIL

## Equality Impact Assessment



<b>Strategy Title: Cardiff Local Well-being Plan 2023-2028</b>
----------------------------------------------------------------

<b>New/Existing/Updating/Amending: New</b>
--------------------------------------------

<b>Who is responsible for developing and implementing the Strategy?</b>
-------------------------------------------------------------------------

Cardiff Public Services Board (PSB)
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Assessment Date: 04/01/2023
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### 1. What are the objectives of the Strategy?

The Well-being Plan sets out the Cardiff Public Services Board's (PSB's) 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.

The Plan contains Well-being Objectives, areas for action that the Cardiff PSB have identified as being most important. It also contains 'Priorities' or the steps that the city's public services, together, will take forward over the next 5 years.

The Plan's Well-being Objectives are as follows:

1. Cardiff is a Great Place to Grow Up
2. Cardiff is a Great Place to Grow Older
3. Supporting People out of Poverty
4. Safe, Confident and Empowered Communities
5. A Capital City that Works for Wales
6. One Planet Cardiff
7. Modernising and Integrating our Public Services

### 2. Please provide background information on the Strategy and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Established in 2016, the Cardiff PSB is a statutory board, required under the Well-being of Future Generations Act (2015), and is chaired by the Leader of Cardiff Council, with membership drawn from the city's public and third sector leadership. Membership of the PSB comprises:

- Cardiff Council
- Cardiff and Vale University Health Board
- South Wales Fire and Rescue Service
- Natural Resources Wales
- South Wales Police

## CARDIFF COUNCIL

### Equality Impact Assessment

- South Wales Police and Crime Commissioner
- National Probation Service
- Cardiff Third Sector Council
- Welsh Government

The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental, and cultural well-being of Wales. It requires public services to work together through Public Services Boards to improve the well-being of each Local Authority area and contribute to the 7 national well-being goals.

As part of the Act, every 5 years, Cardiff PSB is required to produce a new Well-being Plan. This is Cardiff's second Well-being Plan covering the period 2023-2028.

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. The Well-being Plan should be seen as a complementary document to the strategic plans of each PSB member, focusing on delivering 'collaborative advantage' in areas of city life and public services which fundamentally require joint working between one or more of the public services.

The Plan responds to a wide-ranging evidence base on the quality of life and public services in Cardiff, and how these might change over the years to come. This includes:

- [Cardiff's Local Well-being Assessment](#): a comprehensive study of the quality of life in Cardiff undertaken in 2022. The assessment includes a '[Cardiff Today](#)' report, which identifies where the city is performing well, where it needs to improve and its key challenges, and a '[Cardiff Tomorrow](#)' report, which sets out the long-term trends facing Cardiff and the impact these will have on the city's public services.
- [The Cardiff and Vale Population Needs Assessment](#): an assessment of the needs for care and support amongst the residents of Cardiff and the Vale of Glamorgan, and the range and level of services required to meet that need.
- The views of the people of Cardiff

#### **Why do we need a Well-being Plan?**

Cardiff, like all cities, is facing a number of major challenges. In particular, managing recovery and renewal from the Covid-19 pandemic; ensuring population growth and economic success benefits all citizens; reducing the inequity gap between the city's most and least deprived; meeting the needs of a growing older population; responding to increasing demands on health and social services; and urgently making the systemic changes needed to mitigate the impacts of climate change and decarbonise the city.

No one public service can respond to these challenges alone. It will require close partnership working between Cardiff PSB members and other organisations in the

# CARDIFF COUNCIL

## Equality Impact Assessment

public, private and third sectors, and most importantly of all, with the citizens of Cardiff.

### Measuring Progress

Progress will be measured against a combination of national, regional, and local indicators as listed under each Well-being Objective.

The latest data is available on Cardiff's online city-wide dashboard. The Dashboard brings together a number of data-sets, grouped by different themes, to present a picture of life in Cardiff. The data can be viewed over time, compared with other areas or broken down to ward or deprivation level, where available.

Progress against the Well-being Plan's indicators and priorities will be reported on annually, as part of the PSB's Annual Report.

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Strategy 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 plan will have a positive impact on all age groups, with specific objectives also focused on improving the lives of younger people ('Cardiff is a Great Place to Grow Up') and older people ('Cardiff is a Great Place to Grow Older').

The priorities within the plan are wide-ranging, recognising where Cardiff is 'today' and trends, opportunities and challenges moving forward. This includes addressing: an ageing and increasingly diverse population; Cardiff's roles as an economic driver; inequality across all areas of wellbeing; the climate and nature emergencies; as well as the need to ensure services are able to effectively operate in a post-pandemic world.

Priorities for younger people are wide-ranging - from ensuring that Cardiff gains UNICEF Child Friendly City Status to developing a nurturing, empowering, safe and trusted approach to mental health, as well as improving childhood vaccination/immunisation uptake in Cardiff and the percentage of children and young people with a healthy weight. Priorities also focus on increasing levels of citizen engagement with

## CARDIFF COUNCIL

### Equality Impact Assessment

young people, improving services, practices, and outcomes for young people with health and disability needs, as well as protecting vulnerable young people from exploitation.

Priorities for older people range from integrating care and support services to enable older people to live independently and at home for as long as possible, to delivering Cardiff's Age Friendly City Action Plan and becoming a Dementia Friendly City. There is also a priority to reduce the number of older people becoming victims of fraud.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan's monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

### 3.2 Disability

Will this Strategy 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.**

The Well-being Plan and the work of the PSB is intended to improve the economic, social, environmental, and cultural well-being of all of Cardiff's residents and visitors, including those with a disability, with priorities for partnership working which specifically aim to improve the lives of disabled people, such as:

**Great is a Great Place to Grow Up:**

- *Deliver a nurturing, empowering, safe and trusted approach to emotional well-being and mental health for children and young people, enhancing preventative services and supporting children presenting in acute psychological distress.*
- *Develop an integrated care model – and improve the support offer - for children and young people with co-occurring complex health and disability needs.*

**Cardiff is a Great Place to Grow Older:**

- *Establish integrated, locality-based, health and care services focused on*



Equality Impact Assessment

<p><i>meeting and improving the health and well-being of the local population.</i></p> <ul style="list-style-type: none"> <li>• <i>Work towards becoming a Dementia Friendly City which helps people living with dementia and their families to thrive and which ensures that public and commissioned services are reshaped to meet current and future demand. This includes ensuring an equitable and timely access to a diagnosis and person-centred care delivered locally, as well as increasing awareness of dementia and ways to reduce risk.</i></li> </ul> <p><b>Safe, Confident and Empowered Communities:</b></p> <ul style="list-style-type: none"> <li>• <i>Reduce - and ultimately prevent - health and wellbeing harms from substance use, focussing on prevention and early identification of harmful alcohol use, and developing safe alternatives for people who currently use substances in public spaces.</i></li> </ul>
<p><b>What action(s) can you take to address the differential impact?</b></p>
<p>No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.</p>

**3.3 Gender Reassignment**

Will this Strategy have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
<p><b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or attributes of sex)</p>	X		

<p><b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b></p>
<p>The Well-being Plan aims to holistically improve the economic, social, environmental and cultural well-being of Cardiff’s residents and visitors, with inclusivity a theme which runs throughout the Plan.</p>
<p><b>What action(s) can you take to address the differential impact?</b></p>
<p>No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.</p>

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**3.4. Marriage and Civil Partnership**

Will this Strategy 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 Well-being Plan aims to holistically improve the economic, social, environmental and cultural well-being of Cardiff's residents and visitors.

No differential impact that has been identified as a direct result of the Marriage or Civil Partnership status of any person/s.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan's monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

**3.5 Pregnancy and Maternity**

Will this Strategy 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 Well-being Plan aims to holistically improve the economic, social, environmental, and cultural well-being of Cardiff's residents and visitors.

No differential impact that has been identified as a direct result of Pregnancy and/or Maternity.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan's monitoring system will

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be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

3.6 Race

Will this Strategy 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.

Cardiff is a diverse city. As well as being the most diverse authority in Wales, with 21.2% of the population belonging to an ethnic minority group.

Inclusivity is a theme which runs throughout the Well-being Plan, including increasing equality of opportunity. The economic impact of the pandemic is highlighted within the Plan, and how it has further deepened existing inequities. This includes how some sectors are continuing to be impacted, such as hospitality and retail, which typically employ those with an ethnic minority background, as well as young people and women. It is highlighted that, moving forward, a focus will need to be placed on investing in skills and training and into-work support, ensuring that this support is accessible to ethnic minority communities in order to address the gap in economic activity and employment. Priorities therefore include implementing the Real Living Wage across the public and private sectors, working to deliver new apprenticeship and trainee opportunities across the city’s public services, as well as maximising opportunities for local employment and supply chains during the development and building of significant new public infrastructure.

The Plan also highlights that the long-term health and wellbeing consequences of the Covid-19 economic crisis are also likely to exacerbate (already existing) health inequalities for individuals from ethnic minority groups, as well as those from poorer and disadvantaged backgrounds and deprived communities. Health-related priorities are therefore noted within the Plan, including improving childhood vaccination/ immunisation uptake in Cardiff, improving bowel screening rates and increasing the percentage of people with a healthy weight.

In recognising that Cardiff has an increasingly diverse population, with people from

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many different cultures and backgrounds, it is highlighted that Cardiff has seen positive total net migration for a number of years, and this is projected to increase over the next 15 years. It is noted that Cardiff is to remain a key place of welcome, particularly for those seeking refuge and asylum, with a priority under ‘Safe, Confident and Empowered Communities’ being: *welcome and support refugees and asylum seekers to build a new life in Cardiff, including continuing to lead the local response to the Ukraine and Afghanistan crises.*

In order to ensure that public services respond to and reflect the diversity of the city, a priority under the Well-being Objective ‘Modernising and Integrating our Public Services’ relates to responding to and implementing the full the recommendations of the Race Equality Taskforce. The Taskforce was convened in order to shape change in Cardiff, contributing to a fairer and more equal society for Black and ethnic minority communities, both longstanding and new.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

**3.7 Religion, Belief or Non-Belief**

Will this Strategy 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 Well-being Plan aims to holistically improve the economic, social, environmental, and cultural well-being of Cardiff’s residents and visitors. It is recognised that certain religious beliefs are held predominantly by persons of a certain ethnic group. The differential impacts of the Well-being Plan upon varying ethnic groups have been considered in section “3.6 Race.” There is therefore no significant differential impact that has been identified as a direct result of a person’s religious belief or non-belief.

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<b>What action(s) can you take to address the differential impact?</b>
No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

**3.8 Sex**

Will this Strategy have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men	<b>X</b>		
Women	<b>X</b>		

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
<p>The Well-being Plan aims to holistically improve the economic, social, environmental, and cultural well-being of Cardiff’s residents and visitors and will therefore have a positive impact for both men and women.</p> <p>The differing experience of men and women is referenced throughout the Plan – namely in terms of safety and employment. For instance, it is acknowledged that whilst Cardiff is a safe city for the vast majority, a small number of people – particularly women and children – are subject to violence abuse and exploitation. It is also noted that women, in particular, feel least safe when walking in the city centre. The following priority for partnership working, under the Well-being Objective ‘Safe, Confident and Empowered Communities’ specifically aims to improve the lives of women: <i>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 and implementing an updated Violence against Women, Domestic Abuse and Sexual Violence strategy by March 2023.</i></p> <p>It is also noted that some sectors continue to be impacted by the pandemic, such as hospitality and retail, which typically employ women, as well as young people and those with an ethnic minority background. Priorities, particularly under the Well-being Objective ‘A Capital City that Works for Wales’ are therefore related to skills training and into-work support.</p>
<b>What action(s) can you take to address the differential impact?</b>
No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

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**3.9 Sexual Orientation**

Will this Strategy 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 Well-being Plan aims to holistically improve the economic, social, environmental, and cultural well-being of Cardiff’s residents and visitors. There is no differential impact that has been identified as a direct result of a person’s sexual orientation.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan’s monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

**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.**

Making Cardiff a fairer city is a theme which runs throughout the Well-being Plan. Creating a 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, and where a fair day’s work receives a fair day’s pay.

It is recognised that, as with other cities in the UK, significant and entrenched inequalities exist in Cardiff. In terms of income deprivation, almost one fifth of the Lower Super Output Areas (LSOAs) in Cardiff are ranked in the most deprived in Wales, the third highest proportion of all Welsh Local Authorities. This turns to over a third when looking at LSOAs in the ‘Southern Arc’ – an area stretching from Ely in the West to St Mellons in the East with a population of 170,000 people.

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In the Plan it is noted that there is a need, in particular, to address inequality across all areas of wellbeing. One of the major drivers of inequality is poverty – with those living in the more deprived areas of the city more likely to suffer poorer health, lower pay, and higher crime, resulting in greater pressures on services and budgets across the public sector. It is noted that the pandemic has served to highlight the levels of inequality that exist across Cardiff, and this is only set to further deepen due to the cost-of-living crisis.

It is highlighted that the Covid-19 pandemic has had, and continues to have, a direct and differential impact on communities, with the long-term health and well-being consequences of the pandemic likely to be unequally distributed, exacerbating health inequalities for individuals from poorer and disadvantaged backgrounds and deprived communities, as well as ethnic minority groups.

Furthermore, it is recognised that too many children are living in relative-low-income families in the city, which can have a detrimental impact on a child's future prospects and well-being. For instance, children from low-income families are more likely to be at risk of Adverse Childhood Experiences and the rates of children considered to be at risk, placed on the child protection register, or taken into care, are significantly higher in the city's most deprived communities.

Many of the plan's priorities are therefore focused on reducing the inequity gap between the city's most and least deprived. The Well-being Plan focuses on delivering inclusive growth that benefits the more deprived areas of the city and supports those in poverty and those impacted by the pandemic to access work, education or training. It recognises that an inclusive economic recovery is needed that drives forward development and regeneration across the city, delivering excellent education, jobs that pay at least the Real Living Wage and jobs that provide opportunities for progression. To address health inequities, it is acknowledged prevention will need to be at the heart of improving health outcomes and that a whole system approach will be needed that amplifies the importance of and supports the take up of immunisations, screening and healthy and active lifestyles and improves environmental factors such as air quality and access to green space.

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan's monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

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### Equality Impact Assessment

#### 3.11 Welsh Language

Will this Strategy have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language	X		

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

The Plan will have a positive impact on Welsh Language. The Well-being Plan acknowledges the importance of cultural well-being, an important part of which is celebrating the Welsh Language and making Cardiff a truly bilingual capital of Wales by increasing the use of Welsh in the city's schools, workplaces and its communities and achieving its ambition of doubling the number of Welsh speakers in the city by 2050.

A priority, under Well-being Objective 'A Capital City that Works for Wales' is therefore: *aim to double the number of Welsh speakers in Cardiff by 2050.*

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

No negative differentials identified. This document will be updated as progress is made on developing the Local Well-being Plan 2023-2028. The Plan's monitoring system will be utilised to monitor the effectiveness of the Well-being Objectives and the impact of the priorities to promote them.

#### 4. Consultation and Engagement

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

Before publishing its final Local Well-being Plan, the Cardiff PSB must undertake a statutory period of consultation, which must last for a minimum of 12 weeks. The consultation began on 28 October 2022 and finished on 20 January 2023.

The following statutory consultees were provided with a copy of the draft Local Well-being Plan as part of the consultation:

- The Commissioner
- The Board's invited participants
- Its other partners
- Such of the persons who received but did not accept an invitation from the board under Section 30 as the board considers appropriate
- The local authority's overview and scrutiny committee
- Relevant voluntary organisations as the board considers appropriate
- Representatives of persons resident in the area



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- Representatives of persons carrying on business in the area
- Trade unions representing workers in the area
- Such persons with an interest in the maintenance and enhancement of natural resources in the board's area, as the board considers appropriate
- Any other persons who in the opinion of the board, are interested in the improvement of the area's economic, social, environmental, and cultural well-being

In terms of direct public consultation, the Cardiff PSB invited views and opinions on the draft Plan and the priorities it covers via an online survey, published on the Cardiff Partnership website. The survey was promoted via the Council's media channels, to the Citizen Panel (5,000 people), as well as through networks and community groups.

Experience of consultation and engagement on strategic plans (including the Well-being Plan 2018-23) told us that public engagement was likely to be limited. Prior to launch, it was therefore decided that the annual 'Ask Cardiff' survey would be used to supplement the results of the direct consultation on the Well-being Plan.

The Ask Cardiff Survey is an annual survey that gives people living and working in Cardiff, as well as those visiting the city, the chance to share their experiences of public services.

The survey is well established in Cardiff – it has been running since 2002 and, as a citizen survey, has one of the highest response rates of any local authority in Wales or UK Core City. An extensive engagement programme is developed for the survey, both online and in communities, with a focus on groups with a typically low response rate.

The survey provides citizens with a chance to comment on their satisfaction with issues such as city life, public services, their own well-being, community safety, food poverty, public health, transport, housing, the economy, the environment, and climate change. Issues that are integral to the Well-being Plan.

The Ask Cardiff Survey was launched on 3 October 2022 and was open until 20 November 2022, aligning with the consultation on the Wellbeing Plan.

The findings of the online survey and Ask Cardiff (and other relevant surveys, including the Child Friendly City survey) have been analysed, thereby ensuring that the Well-being Plan and the PSB's priorities align with issues identified by citizens.

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### Equality Impact Assessment

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

Groups	Actions
Age	No improvement actions necessary
Disability	No improvement actions necessary
Gender Reassignment	No improvement actions necessary
Marriage & Civil Partnership	No improvement actions necessary
Pregnancy & Maternity	No improvement actions necessary
Race	No improvement actions necessary
Religion/Belief	No improvement actions necessary
Sex	No improvement actions necessary
Sexual Orientation	No improvement actions necessary
Welsh Language	No improvement actions necessary
Generic Over-Arching [applicable to all the above groups]	No improvement actions necessary

#### 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: Abigail Taylor	Date: 04/01/2023
Designation: Planning & Improvement Officer	
Approved By: Gareth Newell	
Designation: Head of Performance & Partnerships	
Service Area: Performance & Partnerships	

## CHILD RIGHTS IMPACT ASSESSMENT (CRIA)

Information or assistance in completing the CRIA, please email the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

<b>Title of policy/strategy/project/procedure/service being assessed:</b>	Local Well-being Plan 2023-28
<b>Type of Assessment:</b>	New

Who is responsible for developing and implementing the policy/strategy/project/procedure/service?	
<b>Name:</b>	Cardiff Public Services Board (PSB)
<b>Job Title:</b>	N/A
<b>Service/Team:</b>	N/A
<b>Directorate:</b>	N/A

### STAGE 1: PURPOSE/SCOPE

- 1. What is the policy/strategy/project/procedure/service?  
Summarise its overall aims and any aims specific to children.**

<p>Cardiff Public Services Board (PSB)</p> <p>Established in 2016, the Cardiff PSB is a statutory board, required under the Well-being of Future Generations Act (2015), and is chaired by the Leader of Cardiff Council, with membership drawn from the city’s public and third sector leadership. Membership of the PSB comprises:</p> <ul style="list-style-type: none"> <li>• Cardiff Council</li> <li>• Cardiff and Vale University Health Board</li> <li>• South Wales Fire and Rescue Service</li> <li>• Natural Resources Wales</li> <li>• South Wales Police</li> <li>• South Wales Police and Crime Commissioner</li> <li>• National Probation Service</li> <li>• Cardiff Third Sector Council</li> <li>• Welsh Government</li> </ul> <p>The Well-being of Future Generations (Wales) Act is about improving the social, economic, environmental, and cultural well-being of Wales. It requires public services to work together through Public Services Boards to improve the well-being of each Local Authority area and contribute to the 7 national well-being goals.</p> <p>What is a Well-being Plan?</p>
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As part of the Well-being of Future Generations (Wales) Act, every 5 years, Cardiff PSB is required to produce a new Well-being Plan. This is Cardiff's second Well-being Plan covering the period 2023-2028.

The Well-being Plan sets out the Cardiff Public Services Board's (PSB's) 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.

The Plan therefore responds to a wide-ranging evidence base on the quality of life and public services in Cardiff, and how these might change over the years to come. This includes:

- Cardiff's Local Well-being Assessment: a comprehensive study of the quality of life in Cardiff undertaken in 2022. The assessment includes a 'Cardiff Today' report, which identifies where the city is performing well, where it needs to improve and its key challenges, and a 'Cardiff Tomorrow' report, which sets out the long-term trends facing Cardiff and the impact these will have on the city's public services.
- The Cardiff and Vale Population Needs Assessment: an assessment of the needs for care and support amongst the residents of Cardiff and the Vale of Glamorgan, and the range and level of services required to meet that need.
- The views of the people of Cardiff

#### Well-being Plan 2023-28

The Plan contains Well-being Objectives, areas for action that the Cardiff PSB have identified as being most important. It also contains 'Priorities' or the steps that the city's public services, together, will take forward over the next 5 years.

The Plan's Well-being Objectives are as follows:

1. Cardiff is a Great Place to Grow Up
2. Cardiff is a Great Place to Grow Older
3. Supporting People out of Poverty
4. Safe, Confident and Empowered Communities
5. A Capital City that Works for Wales
6. One Planet Cardiff
7. Modernising and Integrating our Public Services

The Cardiff PSB worked with the Cardiff & Vale Regional Partnership Board (RPB) to identify the priorities for partnership action. Priorities were therefore assessed for inclusion using the following criteria:

- They can only be addressed through strategic partnership working (i.e., not through core business/ the statutory responsibility of one organisation).
- They require partnership working between members of the PSB and/ or RPB
- They require partnership working on a Cardiff and/ or Vale of Glamorgan geographical footprint.

One objective is focused specifically on improving the lives of children and young people ('Cardiff is a Great Place to Grow Up'), however, other objectives will also have a positive impact on children and young people, often indirectly.

Priorities which will positively impact/ improve the lives of children and young people are therefore wide-ranging - those directly linked to children and young people include ensuring that Cardiff gains UNICEF Child Friendly City Status to developing a 'no wrong door' approach to mental health and improving childhood vaccination/ immunisation uptake in Cardiff, as well as the percentage of children and young people with a healthy weight. Priorities also focus on increasing levels of citizen engagement with young people, improving services, practices, and outcomes for young people with health and disability needs, as well as protecting vulnerable young people from exploitation.

**2. Please select the groups of children and young people who will be directly and/or indirectly impacted. Please review after completing the form.**

<input checked="" type="checkbox"/> Protected Characteristics	<input checked="" type="checkbox"/> <a href="#">EOTAS</a>
<input checked="" type="checkbox"/> Young Parents	<input checked="" type="checkbox"/> Gypsy Travellers
<input checked="" type="checkbox"/> Children of Single Parents	<input checked="" type="checkbox"/> Asylum Seekers
<input checked="" type="checkbox"/> Southern Arc Children	<input checked="" type="checkbox"/> BAME Community
<input checked="" type="checkbox"/> Children of Deaf Parents	<input checked="" type="checkbox"/> Care Experienced
<input checked="" type="checkbox"/> Young Carers	<input checked="" type="checkbox"/> Pre-School
<input checked="" type="checkbox"/> Primary School	<input checked="" type="checkbox"/> Secondary School
<input checked="" type="checkbox"/> Welsh First Language	<input checked="" type="checkbox"/> Non-Native Speakers of English
<input checked="" type="checkbox"/> Set Locality	<input checked="" type="checkbox"/> Citywide
<input checked="" type="checkbox"/> LGBTQ+	<input checked="" type="checkbox"/> ALN
<input checked="" type="checkbox"/> Youth Justice	<b>Other</b> - Click or tap here to enter other identified groups

**STAGE 2: BUILD AND ASSESS**

The General Principles of the UNCRC (United Nations Convention on the Rights of the Child) are at the heart of a child rights approach. [This link](#) will take you to a page on our website with a full list of Children's Rights and supporting information. [Click here](#) to access a list of articles grouped into common themes.

**3. What is the likely/ actual impact of the proposal on children's rights? Is it positive, negative, or neutral?**

<i>Describe the Impact</i>	<i>Impacted UNCRC Articles</i>	<i>Impact Scale</i>	<i>How to mitigate impact (if negative) <a href="#">i</a> - additional info</i>
Well-being Objective 1 ('Cardiff is a Great Place to Grow Up') is specifically focused on improving the lives of children and young people. The Plan recognises that inequality is still evident in Cardiff and has a profound	Article 3: Adults should always do what is best for you. Article 2: All children have these rights no matter what. All children should	Positive	N/A

effect on the lives of children and young people, and their families. It is also recognised that the pandemic has worked to further highlight and exacerbate existing inequalities – particularly impacting on the city’s most vulnerable children and young people. It is highlighted that addressing the inequality gap remains of utmost importance moving forward.

The ‘priorities for partnership working’ (under Well-being Objective 1) are wide ranging - from ensuring that Cardiff gains UNICEF Child Friendly City Status and strengthening the power of Education to transform young people’s futures to developing a nurturing, empowering, safe and trusted approach to mental health, as well as improving childhood vaccination/ immunisation uptake in Cardiff and the percentage of children and young people with a healthy weight. Priorities also focus on improving services, practices, and outcomes for young people with health and disability needs, protecting vulnerable young people from exploitation, as well as preventing and reducing offending by children and young people.

be treated equally.

Article 4: The Government should make sure that all children and young people get these rights.

Article 6: You have the right to life, to grow up and reach your full potential.

Article 12: You have the right to be listened to and taken seriously.

Article 15: You have the right to meet with friends and join groups.

Article 17: You have the right to honest information from the media that you can understand, as long as it’s safe.

Article 18: You have the right to be brought up by both parents, if possible.

Article 20: You have the right to be looked after properly if you can’t live with your own family.

Article 23: If you are disabled, you have the right to special care and support so that you can lead a

	<p>full and independent life.</p> <p>Article 24: You have the right to clean water, healthy food, a clean environment and good healthcare.</p> <p>Article 28: You have the right to an education.</p> <p>Article 31: You have the right to relax and play.</p> <p>Article 36: You have the right to be kept safe from things that could harm your development.</p> <p>Article 39: These articles are about how adults and the Government must work together to make sure all children get their rights. You have the right to special help if you've been hurt or badly treated.</p> <p>Article 40: These articles are about how adults and the Government must work together to make sure all children get their rights. You have the right to legal help and to be treated fairly if you've been accused of breaking the law.</p>		
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	Article 42: These articles are about how adults and the Government must work together to make sure all children get their rights. The Government must let children and families know about children's rights.		
Whilst Well-being Objective 2 ('Cardiff is a Great Place to Grow Older') is specifically focused on improving the lives of older people, the 'priorities for partnership working' will positively impact children and young people, by developing further a better community outlook – of healthy and active ageing - for all, ensuring that citizens feel included and part of their communities.	N/A	Positive	N/A
Well-being Objective 3 is focused on 'Supporting People Out of Poverty.' The Well-being Objective recognises that action will be required on many fronts – including increasing job opportunities and jobs that pay at least a living wage, preparing people with the right skills for the workplace, improving health outcomes and supporting rough sleepers off the city's streets/ working together to tackle and prevent homelessness. Of note, one of the 'priorities for partnership working' relates to increasing the number of Living Way employers across the city. This should, ultimately, increase	Article 6: You have the right to life, to grow up and reach your full potential. Article 12: You have the right to be listened to and taken seriously. Article 20: You have the right to be looked after properly if you can't live with your own family. Article 24: You have the right to clean water, healthy food, a clean environment and	Positive	N/A



<p>household incomes, helping to ensure that children and young people receive an adequate standard of living. In terms of improving health outcomes, the Plan recognises that a whole system approach to preventing health inequalities must prioritise and amplify the importance of the first 1000 days of a child's life. A specific priority relates to improving childhood vaccination and immunisation uptake in Cardiff, whilst another seeks to increase the percentage of people with a healthy weight and increase physical activity levels.</p>	<p>good healthcare. Article 25: If you're not living with your family, you have the right to a regular check on how you're being cared for. Article 27: You have the right to a proper house, food and clothing. Governments must help families who cannot afford to provide this.</p>		
<p>Well-being Objective 4 (Safe, Confident and Empowered Communities') focuses on building safe, strong, cohesive and resilient communities. This includes protecting people from harm – namely by understanding the causes of crime and taking preventative action – and creating safer neighbourhoods/ public spaces for children to relax, play and visit. The 'priorities for partnership working' are therefore largely related to community safety and community cohesion. At the crux of the priorities is ensuring that the most vulnerable in our communities – including children and young people – are protected from abuse, exploitation, the impacts of substance misuse and all forms of extremism and radicalisation. It is acknowledged that this will not only require close partnership working but the</p>	<p>Article 19: You have the right to be protected from being hurt or badly treated. Article 22: If you are a refugee, you have the same rights as any other child in the country. Article 31: You have the right to relax and play. Article 33: You have the right to be protected from dangerous drugs. Article 34: Nobody should touch you in ways that make you feel uncomfortable, unsafe or sad.</p>	<p>Positive</p>	<p>N/A</p>

development of contextual safeguarding the understand the issues facing an individual, family or community.			
Well-being Objective 5 ('A Capital City that Works for Wales') acknowledges that in order for Cardiff to continue to deliver for the people of Wales, an economy will need to be developed which focuses on improving well-being, ensuring the sustainability of economic activity, as well as attracting investment and innovation. At the heart of this is celebrating Cardiff's creativity, culture and diversity. The 'priorities for partnership working' are therefore related to delivering new apprenticeship and trainee opportunities, working together to promote opportunities for local employment and supply chains, supporting Cardiff's major events programme, increasing the number of Welsh speakers in the city and maximising outdoor recreation. The priorities will positively benefit all communities - including children and young people.	Article 24: You have the right to clean water, healthy food, a clean environment and good healthcare. Article 27: You have the right to a proper house, food and clothing. Governments must help families who cannot afford to provide this. Article 28: You have the right to an education. Article 29: You have the right to be the best you can be. Education must help you develop your skills and talents to the full. Article 30: You have the right to speak your own language and follow your family's way of life.	Positive	N/A
Well-being Objective 6 ('One Planet Cardiff') recognises that significant changes are needed to the way we live in order to reduce carbon emissions and mitigate the impacts of climate change and become a	Article 3: Adults should always do what is best for you. Article 24: You have the right to clean water,	Positive	N/A

<p>one planet city. Climate change, the unsustainable use of natural resources and the associated nature emergency are some of the most significant challenges facing society, impacting on all areas of well-being – the ‘priorities for partnership working’ are therefore of benefit to all communities, including children and young people, with a focus on delivering a ‘net-zero’ and nature positive city, such as improving biodiversity and water quality and moving to a circular economy.</p>	<p>healthy food, a clean environment and good healthcare.</p>		
<p>Well-being Objective 7 (‘Modernising and Integrating our Public Services’) recognises the needs to harness assets, technology and the workforce to meet the requirements of modern public service delivery. It recognises that Cardiff’s public services will need to respond to the needs and strengths of its diverse local communities and highlights that to have the most positive impact on communities, citizen engagement is key, as well as empowering residents to participate in local decision-making. One of the ‘priorities for partnership working’ relates to increasing levels of citizen engagement in decision making – particularly from civically disengaged groups and young people. Another</p>	<p>Article 2: All children have these rights no matter what. All children should be treated equally. Article 12: You have the right to be listened to and taken seriously.</p>	<p>Positive</p>	<p>N/A</p>

relates to responding to and implementing in full the recommendations of Cardiff's Race Equality Taskforce. The priorities will therefore have a positive impact on child and young people, ensuring that their views, feelings and matters are respected and considered in decision making.			
Click or tap here to add an impact.	Click here to enter an article.	Choose a value.	Click or tap here to add a mitigation.
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Click or tap here to add an impact.	Click here to enter an article.	Choose a value.	Click or tap here to add a mitigation.

### STAGE 3: VOICE AND EVIDENCE

#### 4. How do you plan to review the policy/ strategy/ project/ procedure/ service to ensure that it respects, protects and fulfils children's rights? [i](#) - additional info

Delivering the Well-being Plan's priorities for partnership working will require action across multiple timescales and levels, from the immediate and operational, to the long-term and strategic. Responsibility for each partnership priority – including the development of specific actions to deliver the priority – will sit clearly within the Terms of Reference of a relevant board or sub-group ('Delivery Boards' – delivery arrangements for each priority will form an appendix to the Plan), with reporting arrangements to the PSB or RPB clear to ensure oversight.

Progress will be measured against a combination of national, regional, and local outcome indicators as listed under each Well-being Objective. The latest data is available on Cardiff's online city-wide dashboard. The Dashboard brings together a number of data-sets, grouped by different themes, to present a picture of life in Cardiff. The data can be viewed over time, compared with other areas or broken down to ward or deprivation level, where available. The resource will also support public and stakeholder engagement with the work of the PSB.

Overall progress against the Well-being Plan's indicators and priorities will be reported

on annually, as part of the PSB's Annual Report.

This robust monitoring process will ensure that the priorities – and subsequently actions to deliver them – are only delivering benefits to Cardiff's communities.

**5. Have you sourced and included the views and experiences of children and young people? What do you know about children and young people's views and experiences that are relevant to the proposal? [① - additional info](#)**

The 12-week statutory consultation on Cardiff's Draft Well-being Plan ran from 28 October 2021 to 20 January 2023. As well as providing statutory consultees with a copy of the draft Plan, an online survey – which focused on the well-being objectives and priorities for partnership working – was made available on the PSB's website. The consultation was promoted via the Council's media channels, to the Citizen Panel (5,000 people), through networks and community groups and in community buildings.

The Cardiff PSB also agreed that the most recently published annual 'Ask Cardiff' survey results would be used to supplement the results of the direct consultation on the Well-being Plan. The Ask Cardiff survey gives people living and working in Cardiff, as well as those visiting the city, the chance to share their experiences of public services. The survey is well established in Cardiff – it has been running since 2002 and, as a citizen survey, has one of the highest response rates of any local authority in Wales or UK Core City. An extensive engagement programme is developed for the survey, both online and in communities, with a focus on groups with a typically low response rate.

The findings of the online survey, Ask Cardiff - as well as other relevant surveys, such as the Child Friendly City survey – have been analysed, ensuring that the Well-being and the PSB's priorities for partnership working align with issues identified by citizens, including children and young people. The findings will be published as an appendix to the Plan, as a 'Consultation Overview Report.'

The Plan takes into consideration feedback from the Future Generations Commissioner, citizen engagement, formal submissions from stakeholders, as well as the views of Scrutiny.

Moving forward, the PSB agreed that each year, a day-long event will be held to enable children and young people to share their priorities with the PSB, in the context of the Well-being Plan. The first event will likely be held in the autumn and will be overseen by the Cardiff Child Friendly City Team.

#### **STAGE 4: BUDGET**


It is important to consider the resource and budgetary elements which are directly attributed to children and young people to enable oversight.

6. **What is the budget for this policy/ strategy/ project/ procedure/ service? In your answer, include any allocations specifically for children and young people and whether any of the budget will be used to mitigate negative impacts identified above.**

The priorities included in the Plan will be delivered in partnership by the PSB and RPB.

Welsh Government have recently approved funding on a regional basis in connection with Public Services Boards for 2023-24 to 2025-26. The support available will be up to a maximum of £58,440 for the Cardiff and Vale region per financial year for 2023-24, 2024-25 and 2025-26. The funding is specifically for strengthening community engagement and involvement, as well as supporting PSBs in maintaining existing data portals (until a Wales PSB data portal is available).

### **STAGE 5: IDENTIFIED ACTIONS**

7. **What actions have been identified or changes made to the policy/ strategy/ project/ procedure/ service as a result of this assessment?**  - [additional info](#)

As the impacts of the Local Well-being Plan have been assessed as ‘positive’, no actions have been identified. Careful monitoring will take place moving forward, to ensure that children and young people- as well as citizens generally – are not unduly impacted by the implementation of the Plan.

### **AUTHORISATION**

The template should be completed by the Lead Officer of the identified policy/ strategy/ project/ procedure/ service and approved by the appropriate manager.

Completed By:	Abigail Taylor
Submission Date:	07/02/2023
Job Title:	Planning & Improvement Officer
Approved By:	Gareth Newell
Job Title:	Head of Performance & Partnerships

### **Governance & Decision-Making**

Where it is considered that a CRIA is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

## **Advice & Support**

UNICEF Child Rights Impact Assessment Guidance for Local Government:

[Child rights impact assessment - Child Friendly Cities & Communities \(unicef.org.uk\)](https://www.unicef.org/uk/child-rights-impact-assessment)

For further information or assistance in completing the CRIA, please email the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 23 MARCH 2023**

**UEFA EUROPEAN FOOTBALL CHAMPIONSHIPS FINAL  
TOURNAMENT 2028 (UEFA EURO 2028) BID**

**CULTURE, PARKS & EVENTS (COUNCILLOR JENNIFER  
BURKE)**

**AGENDA ITEM: 2**

***The appendices to this report is not for publication under Schedule 12A  
Part 4 paragraph 14 and Part 5 paragraph of the Local Government Act  
1972***

**Reason for this report**

1. To outline the obligations and commitments that make up the Council's proposed contribution to the final bid submission for Cardiff to become a host city for the UEFA European Football Championships Final Tournament in 2028 (UEFA EURO 2028).

**Background**

2. Every four years, the final tournament of the UEFA European Football Championship gathers the European national teams and many of the best European footballers to compete for the Henri Delaunay trophy. The event is one of the biggest sporting events in the world behind the FIFA World Cup and the Summer Olympics.
3. Reflecting the Council's Stronger, Fairer, Greener Strategy commitment to bid to be a host city for the Euro 2028 football tournament and as detailed in the Cabinet report of 10<sup>th</sup> March 2022, Cardiff Council has been supporting the 5 governments and Football Associations (FAs) of England, Northern Ireland, Scotland, Wales, and the Republic of Ireland (UK and I) with the development of the final 5 nation bid to host the UEFA European Football Championships Final Tournament in 2028.
4. The Council has extensive, multi-service experience and capability of supporting major sporting events. Our role as a Host City is important to the UK & I Bid and will be a pivotal factor in the success of the event in Wales. As a successful Host City, we would be responsible for the delivery of several but not all key elements for which financial support will be required. Whilst significant work was undertaken in preparing the initial expression of interest, the details of the tournament requirements

could only be fully quantified once the UEFA EURO 2028 Technical Specification document was received.

5. Accordingly, following receipt of the specification, all partner agencies have continued to work closely together to finalise the bid document to ensure that all resource commitments are agreed and closely monitored, duplication of effort is avoided, and governance arrangements are in place to ensure that all associated spending plan commitments are maximised. This promises to provide an unrivalled experience for UEFA, the competing nations, sponsors, and spectators. The projected requirements and associated cost implications are captured at Confidential Appendix 1.

## **Issues**

6. The final bid submission for the 2028 tournament needs to go to print by 24 March 2023 ahead of the bid submission deadline of the 12<sup>th</sup> April 2023. UEFA will announce the winning bid in September/October 2023.
7. The Host City Agreement and associated guarantee letters required to support Cardiff's role as a Host City are provided in the confidential appendices. It should be noted that not all the asks that are within the Host City agreement are within the Council's control; accordingly, Cardiff Council has sought assurances from our partner bodies including the UK and Welsh Governments to ensure that those services that we are not responsible for have been fully costed and responsibility for their delivery is captured and assured. This is common practice and reflects the established Team Wales delivery model that has so successfully delivered for the city and our global event partners over many years.
8. As part of this process, and in advance of the expression of interest and the initial bid submission Cardiff Council indicated its position to Welsh Government in an in-principal letter of commitment that captured our projected obligations and associated costs. Following the receipt of the technical document and revision of the event budgets and tournament expectations, we are comfortable that our stated position remains as detailed in that initial commitment.

## **Reasons for Recommendation**

9. To support the submission of the final bid submission, delivering on the administrations stated commitment to facilitate the staging of the UEFA European Football Championship Final Tournament in 2028 which will:
  - Deliver significant economic benefits for Cardiff and the City Region
  - Signal the Capital's post Covid Recovery and provide an anchor event for the development of a new 10-year event strategy.
  - Build on Cardiff's reputation as an international events destination.
  - Complement Cardiff's sporting event portfolio.
  - Provide an international media platform that promotes the reputation of Cardiff and Wales.

- Support the development and sustainability of the cultural, creative event and tourism sectors through the delivery of the UEFA Festival and a cultural and heritage programme.
- Showcase our heritage, venues, parkland, and waterfront.
- Support and promote the health and wellbeing agenda by expanding the opportunity to participate in sport and physical activity and seeking to significantly increase the number of people wanting to play, coach, or volunteer within Welsh Football including establishing a legacy programme.

### **Legal Implications**

10. The Council has a number of legal powers available to it in order to participate in the joint bid to become a 'Host City' for UEFA EURO 2028.
11. Part 2 of the Local Government and Elections (Wales) Act 2021 provides broad power enabling an authority to do anything an individual person may do. This may include but is not limited to the provision of financial assistance.
12. 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.
13. Section 111 of the Local Government Act 1972 provides power to do any thing which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions.
14. It will be necessary to enter into the Host City Agreement under which the Council will undertake significant obligations. The Council along with partner bodies and authorities have been afforded an opportunity at the preliminary stage to provide comments on the host city agreement with the final form acceptable to UEFA together with guarantees being annexed to this report. It is recognised that some obligations are not within the control of the Council and where applicable the Council will be expected instead to procure assistance from partner bodies or organisations as appropriate. It is noted that any decision will be subject to receiving assurances as to financial support being provided from such bodies.
15. It should also be noted that whilst the agreement and guarantee will be executed prior to the bid submission they are conditional upon UEFA receiving all requisite documents and executed agreements from relevant bodies and the joint bid being accepted by UEFA. However should the bid be accepted, the Council will be expected to fulfil its obligations and the financial commitments highlighted in this report and its appendices.
16. Where the Council intends to provide for third parties to undertake any obligations on behalf of the Council or provide financial assistance or support from the Council in relation to any ancillary matters arising from it

obligations, then these will need to be clearly understood and arrangements implemented to ensure that vires, procurement, and any subsidy requirements are satisfied. Further legal advice can be provided on any specific or ancillary issues as the matter progresses.

## **General legal implications**

### **Equality Requirements**

17. 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.

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**

18. 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.
19. 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.
20. 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
21. 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>
22. 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**

23. The proposed expenditure, detailed in Confidential Appendix 1 is dependent upon the final five-nation bid being successful. The expenditure currently resourced through earmarked reserves will not fall due until relatively close to the finals in 2028. The confidential contained appendices set a maximum figure.

### **Property Implications**

24. There are no specific property implications to be reported at this stage in respect of the UEFA European Football Championships Final Tournament 2028 (UEFA Euro 2028) Expression of Interest report. Any Council property usage, transactions or negotiations required to deliver any proposals should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

### **HR Implications**

25. There are no direct HR implications arising from the recommendation set out in this report.

### **Urgent Decision Exempt from Call-In**

26. This decision has been certified by the Chief Executive 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.
27. The decision is urgent because of the need for the bid to go to print by 24 March ahead of the UEFA Submission of interest deadline of 12 April 2023. As detailed in this report, to submit the expression of interest an extensive costing exercise had to be undertaken. Given the complexity, this work, and the associated in principle funding commitments from stakeholders and funding partners will be finalised shortly ahead of the submission deadline. Failure to submit the expression of interest by the deadline would render UK & I non-compliant. Given that Cardiff is being presented with a third opportunity to secure host city status for the UEFA European Championship 2028, failure to act promptly would seriously prejudice the city's opportunity to secure the event and the associated economic investment.
28. In sum, the Chief Executive has certified that this decision is urgent and therefore the call-in procedure should not apply. The Chair of the Economy & Culture Scrutiny Committee has been consulted in this matter and has agreed that this report should be certified as urgent.

### **Scrutiny Consideration**

29. The Economy & Culture Scrutiny committee are due to consider this item on 21 March 2023. Any comments received will be reported to the Cabinet meeting.

### **RECOMMENDATION**

Cabinet is recommended to:

1. Approve the submission of the European Football Championships Final Tournament 2028 Bid.
2. Approve the Host City Agreement and all associated guarantees for submission to the UK&I Bid team by the deadline of the 24th March 2024 subject to confirmation of in principle financial support being confirmed by all bid partners.
3. Delegate authority to the Director of Economic Development in consultation with the Cabinet Member (Culture, Parks & Events) to consider any further matters relating to the bid to continue to support and develop the UK&I bid, subject to the terms of the financial commitment agreed by Cabinet on 10 March 2022.

<b>SENIOR RESPONSIBLE OFFICER</b>	Neil Hanratty Director of Economic Development
	17 March 2023

*The following Confidential Appendices are attached:*

- Confidential Appendix 1 – Host City Requirements and Finance
- Appendix 2 - EURO 2028 Host City Agreement
- Appendix 3 – Sustainability Guarantee
- Appendix 4 – Rights Protection Committee & Enforcement Guarantee
- Appendix 5 – Confirmation letter for Accommodation Capacity and Fair Pricing
- Appendix 6 – Use of Figurative Elements Guarantee – Host City Cardiff
- Appendix 7 – Host City Budget - Cardiff

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**SCHOOL ADMISSION ARRANGEMENTS AND COORDINATED  
SECONDARY SCHOOL ADMISSION ARRANGEMENTS  
2024/2025**

**EDUCATION (COUNCILLOR SARAH MERRY)**

**AGENDA ITEM: 3**

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**Reason for this Report**

1. In accordance with Section 89 of the School Standards and Framework Act 1998 and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006, Admission Authorities are required to review their School Admission Arrangements annually.
2. This report is to inform the Cabinet of responses received following public consultation on the Council's School Admission Arrangements 2024/2025.

**Background**

3. In order to comply with the legislation above, School Admission arrangements for implementation in the 2024/2025 academic year (i.e., from September 2024) must be determined on or before 15 April 2023.
4. The Education (Determination of Admission Arrangements) (Wales) Regulations 2006 and the School Admissions Code set out the procedure which admission authorities should follow when determining their admission arrangements, including that proper consultation must be carried out and that the arrangements should be determined by 15 April in the school year beginning two years before the school year which the arrangements will be for.

**Issues**

**Coordination of Admission Arrangements**

5. Outside of coordinated admissions arrangements, parents may apply for multiple schools and inform the Council of which community schools are their preferred option(s), but they are not required to confirm whether they have made applications to other admission authorities, nor which non-

community school is their higher or lower preference. As a result, parents could be offered more than one school place for their child with some parents choosing to 'hold' offers for more than one school, preventing other children being offered these places. Whilst some parents receive offers for their child at multiple schools, other parents have been unsuccessful in securing a place at any of their school preferences.

6. Consequently, there is uncertainty as to which pupils will start at which schools as the order of parental school preferences is unclear at the time of application and some pupils remain unallocated after the first round of allocations.
7. The coordination of admission arrangements allows parents to apply for voluntary aided (faith based) schools, foundation schools and community schools using one application form. Parents can state their order of preference when applying and, once applications have been processed in accordance with the relevant admissions oversubscription criteria, would be offered only the highest preference school place that they are eligible for.
8. Cardiff Council has successfully coordinated admissions with three partner secondary schools since the 2018/2019 intake year. A pilot ran as part of 2018-2020 school admission arrangements, with coordinated admissions between all community secondary schools, Whitchurch High School (foundation school), St Teilo's Church in Wales High School (voluntary aided) and Corpus Christi Catholic High School (voluntary aided).
9. Each of the above schools has decided to remain as a partner within the coordinated admission arrangements. The Governing Bodies of each of the schools retain the responsibility for consulting on and setting its admissions arrangements. The Governing Bodies also retain full responsibility for determining the ranking of applicants against their oversubscription criteria.
10. The coordinated arrangements for secondary schools were expanded from September 2023 following a consultation in conjunction with the 2023/24 admission arrangements to include The Bishop of Llandaff Church in Wales High School.
11. The Council also consulted on extending coordinated admission arrangements to primary schools from September 2023. Twenty faith primary schools have joined the coordinated arrangements for 2023/2024.
12. The Governing Body of Mary Immaculate High School agreed to consult on its admissions arrangements for 2024/2025, to include coordination of its admissions with the Council.



## **Summary of the Council's School Admission Arrangements 2024/2025 Consultation**

13. The Council's draft School Admissions Policy 2024/2025 (see Appendix 1) was issued for consultation on 28 November 2022 to all those the Council are required to consult with as set out in the Welsh Government's School Admissions Code (Headteachers, Governing Bodies, Diocesan Directors, neighbouring Local Education Authorities). The consultation closed on 16 January 2023.
14. The proposed changes to the arrangements for 2024/2025 compared to the arrangements for 2023/2024, relate to the following:
  - Clarification on Children with ALN who have an IDP (Individual Development Plan).
  - Clarification on The Applicant.
  - Clarification on the timeframe for applying in advance of taking up a school place for 'in year' applications.
  - Information on admission arrangements for St Mellons CW Primary School and Ysgol Gynradd Groes-wen Primary School.
15. The policy was published on the Council website with details of how responses could be submitted which provided an opportunity for any interested parties to comment. Responses were requested to be returned by 16 January 2023.
16. Details of the consultation were promoted via social media and schools.
17. Proposed oversubscription criteria for 2024/2025 are set out on pages 9, 12 and 14 of Appendix 1.

## **Coordinated Admission Arrangements Consultation**

18. In conjunction with the consultation on the School Admission Arrangements 2024/25, a public consultation on the proposed expansion of the coordinated arrangements for secondary schools, by including Mary Immaculate High School in the process from September 2024, was undertaken (a copy of the consultation document can be seen at Appendix 2).
19. At present, parents apply for a place at Mary Immaculate High School by submitting a school admission form directly to the Governing Body of the school. Requests for admission to any community school must be made to the Council.

## Responses received in respect of the draft admissions policy during the consultation period

20. Prior to the annual consultation, the Council works closely with the Admissions Forum to consider how well existing and proposed admission arrangements serve the interests of children and parents city-wide. The Cardiff Admissions Forum includes Diocesan representatives, representatives of community, voluntary controlled, foundation and voluntary aided schools, parent governors and local community representatives.
21. The role of admission forums is to provide a vehicle for admission authorities and other key interested parties to discuss the effectiveness of local admission arrangements. This includes raising any particular issues that they may be privy to and consider how to deal with difficult admission issues and advise admission authorities on ways in which their arrangements can be improved and whether this would represent issues that should be included in the wider consultation.
22. The points of view raised in the responses received in relation to the issues consulted upon are set out in *italics* below. The Council's response to each point can be seen underneath, under the heading "Appraisal of views expressed".
23. A total of 18 responses were received during the consultation period.

### Formal Responses

24. One formal response was received from Cllr. Robert Hopkins, Liberal Democrat Education spokesperson, on behalf of the Liberal Democrat council group.
25. The response included the following points:
  - *Paragraph 1.6 outlines factors that will be considered when the council may determine that it should name a school in an IDP. The range of factors are appropriate but the reference to "any other factors" is rather broad and potentially unclear. It would be helpful if this could be made more specific or examples given such as, for example, proximity to the child's home. This may well be an important consideration in specific cases.*
  - *Paragraph 2.3 provides helpful guidance on the application procedure to be followed where more than one person has parental responsibility. Note is made of cases where there may not be agreement and advice given on making an urgent application to the courts. The section makes clear that where more than one application is received it is the first received that will be administered. However, it is unclear from the policy*

*what steps may need to be taken where the first application received may be in conflict with the second.*

- *Paragraph 4.6 sets out arrangements for admission to Ysgol Gynradd Groes-wen. Notification is given that admissions to Reception and Year 1 in 2024/25 will be of 30 pupils per stream but only 15 pupils per stream in the case of Years 2 and 3. It would be helpful if the policy could explain why this is the case beyond the more general reference to a phased increase at the beginning of this paragraph.*
- *It is difficult to locate in the policy the specific references to clarification on the timeframe for applying in advance of taking up a place for in year applications.*

26. A copy of the full response can be seen at Appendix 3.

#### Appraisal of views expressed

27. The Council acknowledges the views expressed.

28. The wording in the policy concerning factors that will be considered when the Council decides to name a school in an IDP comes from section 23.59 of The Additional Learning Needs Code for Wales 2021.

29. It is not possible to give an exhaustive list of other factors, as each pupil's case is considered on an individual basis, and it would not be appropriate to give examples of particular circumstances.

30. In cases of parental disputes in respect of school admissions, a second application form, that conflicts with the first application made, will only be processed if the parents subsequently reach an agreement and advise on which application to process, or if a court order has been made as regards which parent holds the right to apply.

31. Parents need to be aware that Council officers are unable to resolve or take sides in disputes between two parents who both have parental responsibility. In the absence of parental agreement or a court order, only the first application submitted will be processed to ensure that the child can be considered for a school place.

32. A phased increase in the Admission Number will apply to admissions into Ysgol Gynradd Groes-wen Primary School with Reception admissions up to 30 pupils per stream and Years 1 – 2 operating a lower Admission Number of 15 in September 2023.

33. Ysgol Gynradd Groes-wen Primary School was established to serve the early phases of the Plasdŵr housing development in Northwest Cardiff. At the time of the school proposals being brought forward for consultation in

2019, outline planning consent had been granted for up to 6,520 new homes.

34. The arrangements for establishing new schools in Cardiff as 'starter schools' normally allow admissions to Nursery and Reception years only at the time of opening. This limits the impact of new school provision on neighbouring schools and allows for the stable growth of a new school.
35. Implementing arrangements that enable pupils to enrol in a limited number of year groups allows primary school pupils resident in the new development who are between Reception age and Year 2 at September 2023 to take up places at the local primary school.
36. The timeframe for applying for an in-year place is stated in section 2.7 Applications for Reception to Year 11 as up to a half term in advance of taking up the place.

### **Responses received from online survey**

37. Views were sought from interested stakeholders via an online survey and a hard copy version of the survey within the consultation document.
38. The majority view expressed via the online survey was one of support for the proposed expansion of coordinated arrangements for secondary schools to include Mary Immaculate High School from September 2024.
39. A summary and appraisal of the responses received from all stakeholders is attached as Appendix 4.
40. Of the 17 responses received to the consultation via the online survey, there were seven respondents who identified that they were responding as parents/guardians or grandparents, three who identified that they were responding as governors, four who identified that they were responding as a local residents, one who identified that they were responding as a member of staff and three who did not specify who they were responding as.
41. Respondents stated an affiliation with the following schools:
  - Eastern High
  - Greenhill Special School
  - Llanedeyrn Primary School
  - Mary Immaculate High School
  - Moorland Primary School
  - Mount Stuart Primary School
  - St Teilo's Church in Wales High School
  - The Court School

## Responses regarding the expansion of coordinated secondary school admissions

42. Of those who responded to the consultation in respect of the implementation of coordinated primary school admissions, 13 respondents supported the proposal, two did not support the proposal and one had no opinion.
43. Points raised in response to the consultation in support of the proposal are summarised below.
- *It is easier if it's the same process as other schools.*
  - *Coordinated admissions means all schools are visible and all families that apply get a single offer which is fairer and means [they are] more likely to get a higher school in their list.*
  - *It's a fairer system where non-religious local school spaces are kept unfilled until religious school accepted or not.*
  - *[Mary Immaculate] are losing out when parents secure first choice places elsewhere.*
  - *It helps the LA to plan for the academic year with regard to the students who will attend there.*

### Appraisal of views expressed

44. The Council acknowledges the views expressed.

### Admissions policies

45. Whilst there was support for the implementation of coordinated primary school admissions there were concerns raised about faith school admissions.
46. *It works well as it is. Faith schools need autonomy to admit those that can prove dedication to the faith.*
47. *Church schools should not be used in the twenty first century to plug the gap left by inadequate provision by the secular authorities.*

### Appraisal of views expressed

48. Voluntary Aided secondary schools in Cardiff are maintained by the Local Authority. The Governing Body of a Voluntary Aided school is the Admission Authority for the school and is, therefore, able to set the admission criteria for the school, independent of the Local Authority.
49. The proposal does not have any impact upon a school's admissions policy nor impose any change to its governance. The Governing Bodies of faith schools retain the responsibility to consult on and determine their own

admission arrangements and to rank the order of applicants against their own oversubscription criteria.

50. The Welsh Government's School Admissions Code 2.42 states that "Schools designated as having a religious character may give preference in their admission arrangements to members of a particular faith or denomination, providing this does not conflict with other legislation, such as equality legislation or the mandatory provisions of this Code."
51. There is an exemption in the Equality Act 2010 for schools with a religious character. Faith schools are legally permitted to accept children on religious grounds.
52. According to the Admissions Code, any admission arrangements set by faith schools must be clear on how applicants can confirm their religious affiliation. They must state whether a reference is required from a priest or minister, define a specific frequency of attendance, if required, and whether requirements apply to just a parent or a parent and the child.
53. Whilst a faith school's admission criteria can give preference to members of a particular faith, applicants that are not of that faith cannot be refused a place, as long as insufficient applications have been received from people of the faith.

#### **Other responses received**

54. Responses were received via the online survey expressing views on other areas of the admissions process.

#### Cardiff High School

55. *You need to create more places in Cardiff High.*
56. *Admission to Cardiff High should be prioritised for students within the catchment area and the school should be increased in size to allow more students entrance into the school.*

#### Appraisal of views expressed

57. The proposed expansion of Cardiff High School continues to form part of Cardiff's £284m Band B 21st Century Schools programme.
58. The Band B programme outlines a proposal to increase the number of places at entry to Cardiff High School from 240 places (eight forms of entry) to 300 places (ten forms of entry). This would require the Council to undertake a full statutory consultation in accordance with the requirements of the School Organisation Code.
59. Consultation would be undertaken with all relevant stakeholders who may be affected by proposals including parents and local residents. Estimated

timelines for the development of the school would be outlined as part of that consultation.

60. In the event of a school being oversubscribed, applications are assessed against the oversubscription criteria. The admissions criteria are predicated on a geographical basis, giving priority to those living within a school catchment area and also considering proximity of school to home address.
61. The inclusion of a proximity to a school as a tie breaker within a criterion is a common and clear measure of ranking applicants against oversubscription criteria. In practice, children who meet the criterion of residence within catchment and are in closer proximity to the school are prioritised for admission over those who live further away. This higher priority for admission supports the Council's commitment to 'Active Travel'.
62. Whilst children who are resident in the catchment area of a school have priority for admission to that school over those who are not, children outside the catchment area cannot be refused a place if there are sufficient places available.

#### Selective schools

63. *What about merit based admission where some merit pupils can compete and do better.*

#### Appraisal of views expressed

64. The Welsh Government's School Admissions Code 2.29 states that "in setting oversubscription criteria admission authorities must not:
  - Adopt criteria which select pupils on the basis of ability or aptitude (except in relation to school sixth forms) except schools with partially selective arrangements which already had such arrangements in place at the beginning of the 1997/98 school year and are permitted to continue to use selection by ability."
65. Oversubscription criteria such as selection by ability or aptitude can either directly or indirectly disadvantage children from a particular social or racial group, or children with additional learning needs.

#### Summary

66. It is recommended that Mary Immaculate High School be included in the secondary school coordinated admission arrangements from September 2024. This would be subject to the approval of the admission arrangements by the Governing Body of the school.

#### **Local Member consultation (where appropriate)**

67. All members were consulted on the draft Admissions Arrangements 2024/2025.

### **Scrutiny Consideration**

68. The Children and Young People's Scrutiny Committee will consider these proposals on 20 March 2023.

### **Reason for Recommendations**

69. The Council is required to review its school admission arrangements annually and to agree the arrangements following appropriate consultation.

### **Financial Implications**

70. There are no direct financial implications arising from the recommendations of this report.

### **Legal Implications**

71. The Council has a statutory obligation under the Education Act 1996 to promote high standards of education for primary and secondary schools in its local authority area. Section 89 of the School Standards and Framework Act 1998 as amended by the Education Act 2002 determines that the Admission Authorities must carry out consultation before determining the admission arrangements which are to apply. The report shows that consultation has been conducted.
72. The Education (Determination of Admission Arrangements) (Wales) Regulations 2006 set out the procedure which the Admission Authorities should follow when determining their admission arrangements, including the consultation and notification process as well as timescales. In particular, the Admission Authority must determine arrangements in the school year beginning two years before the school year which the arrangements will be for, take all steps necessary to ensure that they will have completed the consultation required by section 89(2) before 1st March and determine the admission arrangements by 15th April. The arrangements must then be published within 14 days of the determination and appropriate bodies must be notified. The report shows that the consultation was conducted before the 1st March.
73. The Welsh Government has issued the School Admissions Code, which sets out the process for Local Authorities to follow when determining their admission arrangements. The School Admissions Code requires that no prohibited criteria (as set out on page 12 of the Code) are included in the admission arrangements and gives guidance on using various types of oversubscription criteria. This report reflects these requirements.



74. The Council also has to satisfy its public sector duties and obligations under the Equality Act 2010 (including the specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Council must also not directly or indirectly discriminate against any pupil in its admission arrangements, this means that no pupil or group of pupils may be treated less favourably based on a protected characteristic. Protected characteristics are:
- Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief
75. The Equality Impact Assessment specifically considers how the proposals may affect pupils with protected characteristics. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The Council must have due regard to these obligations when this decision is taken to determine the admission arrangements.
76. 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.
77. 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.

### **HR Implications**

78. There are no HR implications arising from the recommendations in this report.

### **Transport Implications**

79. No significant Transport Implications are anticipated.

80. The within-catchment applications having a higher priority for admission generally supports the Council's commitment to local schools serving local children, and to promoting active travel.

### **Property Implications**

81. There are no property implications arising from the recommendations contained in this report.

### **Impact on the Welsh Language**

82. The Council is committed to developing a Bilingual Cardiff. The Council's Welsh in Education Strategy (WESP) 2022 – 2031 will help Cardiff to support the Welsh Government's vision to see one million Welsh speakers across Wales by 2050.
83. The WESP is an integral part of the Council's 5 year Bilingual Strategy. The Council recognise that a strong and inclusive Welsh-medium education sector is vital if Cardiff is to develop as a truly bilingual city where Welsh is a vibrant living language.
84. The Bilingual Strategy aims to increase the number of Welsh speakers within Cardiff and promote the use of the language throughout the city. The Council recognise that the education system is a key element in ensuring that children are able to develop their Welsh skills, and for creating new speakers.
85. Officers will continue to monitor birth rates, the yield from proposed housing and the patterns of take up in Welsh-medium provision at primary and secondary age with a view to being forward appropriate plans to meet any increased demand.
86. The teaching of Welsh within an English-medium setting is subject to the requirements of the National Curriculum. This would not change.

### **Wellbeing of Future Generations**

87. The Wellbeing of Future Generations (Wales) Act 2015 requires public bodies to make sure their decisions take into account the impact they could have on people living in Wales in the future. The Council has done so in relation to its proposed school admission arrangements. All Admission Authorities in Wales are legally bound to Section 84 of the Schools Standards and Framework Act (1998) (the Welsh Government's School Admission Code) and the Council has also complied with that legislation. Account is also taken of the Council's responsibility to provide and promote high standards of Education under the Education Act 1996.

## Single Impact Assessment

88. A Single Impact Assessment has been carried out and is attached as Appendix 5. This includes an Equality Impact Assessment, Child's Rights Impact Assessment and Welsh Language Impact Assessment.

## RECOMMENDATION

Cabinet is recommended to agree the attached Council's draft School Admission Arrangements 2024/2025 as set out in the Admission Policy 2024/2025.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Melanie Godfrey</b> Director of Education & Lifelong Learning
	17 March 2023

*The following appendices are attached:*

Appendix 1 – Draft School Admissions Policy 2024/25

Appendix 2 – Consultation Document

Appendix 3 – Formal Responses

Appendix 4 – Summary of consultation responses

Appendix 5 – Single Impact Assessment

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**APPENDIX 1**

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



**School  
Admissions  
Policy  
2024/2025**

**CARDIFF COUNCIL**

**EDUCATION & LIFELONG  
LEARNING**

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

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## 1 Introduction

### 1.1 School Admissions

The Council is committed to providing local schools for local children where possible.

Parents (also referred to as 'applicants' in this policy document) have the right to express a preference for their preferred school(s) which will be considered individually and complied with wherever possible.

Cardiff Council is committed to equality of opportunity and to eliminating discrimination. In respect of admissions to schools, all pupils and prospective pupils are treated equitably, regardless of gender, race, ethnicity, culture, nationality, language, ability / disability or religious / non-religious belief. Steps are taken to ensure that admission procedures do not unfairly advantage or disadvantage any groups through the application of rules or conditions that cannot be complied with equally by all.

All admissions to community classes and community schools are approved by the Cardiff Council's Director of Education & Lifelong Learning.

### 1.2 Relevant Area for Consultation

In accordance with the Education (Relevant Areas for Consultation on Admission Arrangements) Regulations 1999, the relevant area for community schools in Cardiff is the administrative area of the County Council for the City and County of Cardiff (the County Council).

### 1.3 Published Admission Number

In the normal admissions round, all maintained schools must admit pupils up to their Published Admission Number. An admission request may not be refused to any school until the Published Admission Number has been reached (with exception to twice excluded pupils [refer to 3.58 – 3.60 of the Welsh Government's School Admissions Code document no. 005/2013]). The Published Admission Number has been calculated in accordance with the Welsh Government's school capacity calculation methodology "Measuring the Capacity of Schools in Wales" circular no. 021/2011. As this number is based on the physical capacity of the school to accommodate pupils it should not be exceeded in normal circumstances.

### 1.4 Community School Catchment Areas

Catchment area information is available on the Council's website. The majority of catchment areas of maintained community primary schools are grouped together to form the catchment areas of maintained community secondary schools in Cardiff.

**Catchment areas are subject to change with any changes being consulted upon prior to implementation. There is no guarantee of an offer of a place at a child's catchment area school.**

### 1.5 Children in receipt of a statement of Special Educational Needs (SEN)

Where a community school is named in a statement of Special Educational Needs (SEN) the child must be admitted to that school.

### **1.6 Children with ALN who have an IDP (Individual Development Plan)**

The Council may decide to name a maintained school in the IDP for the purposes of securing admission of the child to a particular school. The ALN Code specifies that the Council must not exercise this power unless:

- (a) the local authority is satisfied that the child's interest requires ALP (additional learning provision) identified in his or her IDP to be made at the school named, and
- (b) it is appropriate for the child to be provided with education or training at the school.

In most cases, children with ALN (Additional Learning Needs) will be able to receive the support they need in any maintained school and the Council will therefore not name a school in the IDP. The child will be admitted to a school through the admissions process that applies to all pupils.

In considering whether to name a school in an IDP for the purpose of securing admission the Council will consider the following factors:

- Whether specific characteristics of the school make it especially good at making the required ALP (additional learning provision) compared to other maintained schools the child could attend- for example, the school's physical characteristics;
- Whether the school has members of staff with specialist expertise or training, or specialism in a low incidence need such as hearing or visual impairment (for example, if the school has a specialist resource base);
- It would be unreasonable for a more local school to provide the child's ALP (additional learning provision);
- Any other factors the local authority considers to be relevant to the particular case.

When a school is named in an IDP for the purpose of securing admission, the child must be admitted to the school.

### **1.7 Out of Chronological Age Applications**

Cardiff Council operates a separate policy on Out of Chronological Age applications.

If a parent requests to place their child in a year group that is outside of their chronological age and the request is at the point of admissions, the Local Authority will review each request based on their individual circumstances. Contact: [outofyeargroup@cardiff.gov.uk](mailto:outofyeargroup@cardiff.gov.uk).

### **1.8 School Managed Transfers**

Cardiff Council operates a separate policy on School Managed Moves.

Schools are able to undertake managed moves of pupils. These will be treated differently to regular admissions and the child will remain on roll at the school from which they are applying to transfer until the end of their managed move period.

At the end of the managed move period, if successful, the child will be added to the roll of the receiving school. If the managed move is not successful, the child



will return to attend the school from which they were applying to transfer. All managed moves should be negotiated between the schools with a representative from the Council.

### **1.9 Fair Access Protocol**

Cardiff Council maintains Fair Access Protocols for vulnerable children in accordance with the School Admissions Code Annex D Paragraph 5.

The role of the Fair Access Panel is to ensure that vulnerable and 'hard to place' children are able to access education and are placed fairly within the city. The Fair Access Panel will assess all pupils and schools according to their vulnerability and will, (in participation with all high schools via the subsequent Fresh Start panel), place these children in schools that can meet their needs in the most efficient manner that will have the least negative impact on the effectiveness of education within Cardiff.

The panel members will review outcomes annually to monitor compliance and will ensure that schools are adhering to the procedures.

### **1.10 Co-ordinated School Admission Arrangements**

The Council will continue to co-ordinate primary school admission arrangements, which applies to:

- All community primary schools
- All Saints C.W Primary School
- Bishop Childs C.W Primary School
- Christ The King R.C Primary School
- Holy Family R.C Primary School
- St Alban's R.C Primary School
- St Bernadette's R.C Primary School
- St Cadoc's Catholic Primary School
- St Cuthbert's R.C Primary School
- St David's C.W Primary School
- St Fagan's C.W Primary School
- St Francis RC Primary School
- St Joseph's R.C Primary School
- St Mary The Virgin C.W Primary School
- St Mary's Catholic Primary School
- St Mellons C.I.W Primary School
- St Monica's C.W Primary School
- St Paul's C.W Primary School
- St Peter's R.C Primary School
- St Philip Evans R.C Primary School
- Tredegarville C.W Primary School

The Council will continue to co-ordinate secondary school admission arrangements, which applies to:

- All community secondary schools
- Corpus Christi RC High School
- St. Teilo's CW High School

- The Bishop of Llandaff CW High School
- Whitchurch High (Foundation) School.

The Council is consulting on including Mary Immaculate High School in the secondary school co-ordinated admission arrangements.

### **1.11 Data Protection and the EU General Data Protection Regulation**

All personal data will be processed in accordance with the General Data Protection Regulations (GDPR) 2018 and the Data Protection Act 2018.

## **2. Submitting An Application**

### **2.1 How to apply**

An application must be submitted for a school that a parent wishes their child to attend. The Council accepts applications via the Council's Online Application Service or by a completed preference form submitted at a Council Hub, emailed to [schooladmissions@cardiff.gov.uk](mailto:schooladmissions@cardiff.gov.uk) or posted to School Admissions, Room 401, County Hall, Atlantic Wharf, Cardiff, CF10 4UW. The Council takes no responsibility for any loss of data as a result of the method chosen by the applicant to deliver the information.

### **2.2 Prior to Application**

There is a facility on the Cardiff Council website for parents to provide their child's details and receive information on how to apply for a school place at the appropriate time in accordance with the Council's admissions timetable.

Parents who have registered their pre-nursery-aged child's details with the Council, will be advised to apply for a community nursery place by using the Council's Online Application Service or by completing a preference form.

Parents who have registered their nursery-aged or younger child's details with the Council, will be advised to apply for a reception place in their preferred community primary school(s) during the Autumn Term prior to admission, by using the Council's Online Application Service or by completing a preference form.

In the Autumn Term prior to admission, parents of children in the Year 6 age group are invited to nominate their preferred secondary school(s) by using the Council's Online Application Service or by completing a preference form.

Any parent who has not pre-registered their child can still apply for a school place.

### **2.3 The Applicant**

Only applications submitted by the 'parent' of the child (as defined by Section 576 of the Education Act 1996) will be considered by the Council. This includes any person who is not a parent of the child or young person but who has parental responsibility for them or who has care of them.

In advance of submitting an application, parents should discuss which school they wish their child to attend, and attempt to reach agreement, especially where more than one person has parental responsibility.

Applications are only accepted from a person with parental responsibility for the child. Where there is shared parental responsibility, all parents should be in agreement about the preferences listed in the application. It is the parents' responsibility to reach agreement in respect of any application made.

If you cannot agree which school your child should attend, you should immediately take your own legal advice regarding making an urgent application to the Court. If more than one application from parents with shared parental responsibility is received, the first application submitted will be administered in order to minimise any delay in the child's admission to school.

#### **2.4 On-time Applications (considered during the 'normal admissions round')** Admission to Nursery from the beginning of Term:

Parents who submit an application by the published closing date will be notified of the result of their application by the issue of an email or letter by the published notification date. See paragraphs 3.1.1, 3.1.2 and 3.1.3 for details on the published dates.

#### Admission to Reception from the beginning of the Academic Year:

Only applications received by the relevant published closing date of Monday, 07 January 2024 for receipt of preference forms will be considered in the initial round of allocation of places. Decisions will be issued by email or letter to notify applicants of the result of their application on Tuesday, 16 April 2024.

#### Transfer to Year 7 from the beginning of the Academic Year:

Only applications received by the relevant published closing date of Monday, 20 November 2023 for receipt of preference forms will be considered in the initial round of allocation of places. Decisions will be issued by email or letter to notify applicants of the result of their application on Friday, 01 March 2024.

#### **2.5 Late Applications (considered outside the 'normal admissions round')**

Following the first round of allocations, late applications will be considered in accordance with the Council's published admissions criteria.

After the initial round closing dates, the next are:

- Admission to Nursery Education – last day of each month
- Admission to Primary Education (Reception from September) – 30 April 2024
- Transfer to Secondary Education (Year 7 from September) – 15 March 2024

The dates for subsequent rounds will be the last day of each month.

Refused applications from the first round of allocations and any subsequent late applications will be considered together for any subsequent available places that may arise.

#### **2.6 Information the Council does not consider when allocating places**

##### For the purposes of admission to a Community Nursery:

- The particular primary school the child is likely to attend;
- The length of time the nursery has been aware of the parental intention to apply for a place at the nursery;
- An invitation to or attendance by a child at a taster day.

For the purposes of admission to a Community Primary School or Voluntary Controlled School:

- The particular secondary school the child is likely to attend;
- The length of time the school has been aware of the parental intention to apply for a place at the school;
- Attendance at a Nursery Class which is at the same school – a separate application must be made for transfer from the nursery to the primary school;
- An invitation to or attendance by a child at a taster/transition day.

For the purposes of admission to a Community Secondary School:

- The particular sixth form the child is likely to attend;
- The length of time the school has been aware of the parental intention to apply for a place at the school;
- An invitation to or attendance by a child at a taster/transition day.

## **2.7 Applications for Reception to Year 11**

Parents can express a preference for more than one school. The parent's highest available preference will be offered. Lower preferences are only offered if a parents' higher preference(s) are unavailable.

Parents applying outside the normal admissions round (also referred to as an 'in-year application') are encouraged to apply up to a half term in advance of taking up a place.

## **3. Admissions To Community Nursery Schools And Nursery Classes**

Cardiff Council is the admissions authority for all maintained community nursery schools and nursery classes in community schools and voluntary controlled schools in the City and County of Cardiff. Cardiff Council is not the admissions authority for nursery classes in voluntary aided schools in Cardiff.

Children are entitled to a part-time nursery place from the start of the term following their third (3rd) birthday. Regulation 4 of the Wales Education Regulations (Nursery Education and Early Years Development and Childcare Plans) states that:

- Children born between 01 April and the end of the Summer term can take up a school place at the start of the Autumn term
- Children born between 01 September and the end of the Autumn term can take up a school place at the start of the Spring term
- Children born between 01 January and the end of the Spring term can take up a school place at the start of the Summer term

Though nursery education is non-statutory provision, children must attend for five half days if the offer of a community or voluntary controlled nursery place has been accepted.

Children can be admitted or transferred to a community or voluntary controlled nursery throughout the academic year subject to availability.

Where a community or voluntary controlled nursery school is undersubscribed, all applicants can be offered a nursery place.

### 3.1 Oversubscription Criteria

Where a community or voluntary controlled nursery is oversubscribed, applications received by the published closing date will be considered in accordance with the oversubscription criteria set by the Council in order of priority [1.(a) being the highest] up to the approved capacity:

1. For applications received by the published closing date of Monday 26 February 2024 for children born between 01 September 2020 and 31 August 2021 (inclusive):
  - (a) Children who are looked after by a Local Authority in England or Wales or children who were previously looked after by a Local Authority in England or Wales. \*
  - (b) Children subject to an Individual Development Plan (IDP) in which a specific school is named \*
  - (c) Children who have a sibling (in any age group between Reception to Year 6 inclusive) who will be on register at the school at which the nursery class is at the same school when they are admitted. \*
  - (d) Children in respect of whom the Council judges there are compelling medical grounds or compelling social grounds for their admission to a particular nursery school/class. \*
  - (e) Children living nearest the nursery school/class, as measured by the shortest safe available route.

\*Where the number of preferences exceed the number of places available, see paragraph '7.9 Proximity'.
2. For applications received by the published closing date of Monday 01 July 2024 for children born between 01 September 2021 and 31 December 2021 (inclusive), criteria (a) to (e) [as above] are applied.
3. For applications received by the published closing date of Monday 01 July 2024 for children born between 01 January 2022 and 31 March 2022 (inclusive), criteria (a) to (e) [as above] are applied.
4. Where a community primary school is oversubscribed, and one (or more) of multiple birth siblings would be allocated a place but one (or more) of the multiple birth siblings would not be offered a place as the Published Admission Number has been met, the Council will admit the remaining multiple birth sibling(s).

### 3.2 Late applications

The Council will consider late applicants with unsuccessful 'on-time' applicants where vacancies arise in an oversubscribed community or voluntary controlled nursery and apply the oversubscription criteria set by the Council (as above).

### 3.3 No Right to Statutory Appeal

As nursery education is non-statutory provision, parents have no statutory right of appeal under the School Standards and Framework Act 1998 if unsuccessful in gaining a nursery place.

**Attendance at a nursery class does not automatically entitle a child to a reception class place in the same school. A new application must be made for a reception class place.**

### **3.4 Early Years Funding (EYF)**

Where nursery education places are not available in local community or voluntary controlled nursery schools or nursery classes within two (2) miles of a child's home address, parents may apply for nursery education place funding (also referred to as 'EYF') with a recognised childcare provider designated by the Council. The two (2) mile radius is measured by the Council as the shortest safe available route.

The Council will only approve applications for EYF with a recognised childcare provider designated by the Cardiff Council. If a place is offered in a community or voluntary controlled nursery school and a parent refuses the offer, the Council will not approve applications for EYF. The Council will only approve funding if there are no places available within two (2) miles of the child's home and the application was submitted on time (see below for deadlines).

#### **When to apply:**

- EYF applications should be submitted in the term prior to your child starting nursery education
- If your child starts in nursery education with a recognised childcare provider at a later date, applications should be submitted in the term when the admission takes place

#### **Eligibility Requirements:**

Your child is eligible,

- If they are resident within Cardiff **and**,
- Residency can be proven, **and**,
- You have proof of parental responsibility **and**,
- There is no place available in a local community or voluntary controlled nursery school or nursery class within two (2) miles of your home **or**,
- There are compelling medical or compelling social grounds which prevent the child from attending the community or voluntary controlled nursery provision available

#### **Making an application:** To make an application,

- Parents need to complete an Early Years Funding Application
- Parents need to confirm proof of residency, as indicated through Cardiff Council Tax/other Council records
- Parents need to provide proof of parental responsibility, through providing a birth certificate, court order or passport that lists both the child and the parent.

#### **Applying on compelling medical/social grounds:**

- Parents need to provide documentary evidence from a professional. This may include but is not limited to:
  - Written recommendation from a social worker
  - Written recommendation from a medical consultant

- Written recommendations must be dated no more than three (3) months prior to the application submission
- Written recommendations must give detailed reasons explaining why the child cannot attend any of the available community or voluntary controlled nurseries.

### **The Childcare Offer**

If eligible, parents may also be entitled to 30 hours of combined funded early education and childcare through the Childcare Offer for Wales (“the Offer”). During term time the 30 hours will consist of a combination of the existing Foundation Learning provision available to all 3 and 4 year olds, (in Cardiff this is 12.5 hours per week) and the additional funded childcare (up to 17.5 hours per week). For 9 weeks of the year, outside of term time, parents will be able to access the full 30 hours of childcare funded through the Childcare Offer.

If a child does not access their Foundation Learning provision, then they will still be entitled to the childcare element of the Offer during school term time (up to 17.5 hours per week for 39 weeks of the year) and up to 30 hours of government-funded childcare for the remaining 9 weeks.

Eligible children will be able to access the Offer from the beginning of the term after the term in which they turn 3 up until the September following their fourth birthday, when they will be offered a full-time education place.

For more information on the Offer, please visit Government-funded Childcare and Early Education ([cardiff.gov.uk](http://cardiff.gov.uk)).

## **4. Admissions To Community Primary Schools And Voluntary Controlled Primary Schools**

Cardiff Council is the admissions authority for all maintained community primary schools and the voluntary controlled primary school in the City and County of Cardiff. Cardiff Council is not the admissions authority for voluntary aided primary schools in Cardiff.

Children are admitted into Reception (also referred to as ‘Year 0’) in the September following their fourth (4<sup>th</sup>) birthday during the normal admissions round.

Children can be admitted or transferred to a community or voluntary controlled primary school outside the normal admissions round subject to availability (with exception to twice excluded pupils [refer to 3.58 – 3.60 of the Welsh Government’s School Admissions Code document no. 005/2013]).

Where a community or voluntary controlled primary school is undersubscribed, all applicants (with exception to twice excluded pupils [refer to 3.58 – 3.60 of the Welsh Government’s School Admissions Code document no. 005/2013]) can be offered a school place. Cardiff Council also maintains Fair Access Protocols for the placement of vulnerable children who are transferring outside of the normal admissions round. These protocols seek to ensure that vulnerable and hard to place children are able to access education and are placed fairly within the city.

#### 4.1 **Community Primary Schools Oversubscription Criteria**

Where a community primary school is oversubscribed, preferences received by the published closing date will be considered in accordance with the oversubscription criteria set by the Council in order of priority [1. being the highest] up to the approved capacity and will not normally exceed the school's Published Admission Number or breach the limitations imposed by statutory maximum class size (30) where this applies:

1. Children who are looked after by a Local Authority in England or Wales **or** children who were previously looked after by a Local Authority in England or Wales. \*
2. Children subject to an Individual Development Plan (IDP), in which a specific school is named. \*
3. Pupils who are resident within the defined catchment area of the school **and** in respect of whom the Council judges there are compelling medical grounds or compelling social grounds for their admission to a particular school. \*
4. Pupils who are resident within the defined catchment area of the school **and** have a sibling enrolled in Reception or Years 1 to 6 who will be on register at the school when they are admitted.\*
5. Children who have a brother or sister attending the school, admitted before catchment area change
  - a) Where an older sibling was admitted to and continues to attend a school that was previously the catchment area school for the home address of the family at the time of the older sibling's admission, if the parent applies, the Council will give priority to younger siblings to the former catchment school.\*
  - b) Where an older sibling was admitted to and continues to attend a community school, and a catchment area was not established at the time of the older sibling's admission, if the parent applies, the Council will give priority to younger siblings to this school.\*
6. Pupils who are resident within the defined catchment area of the school. \*
7. Pupils in respect of whom the Council judges there are compelling medical grounds or compelling social grounds for their admission to a particular school.\*
8. Pupils who have a sibling enrolled in Reception or Years 1 to 6 who will be on register at the school when they are admitted. \*
9. In determining applications for admission in respect of other pupils the Council gives priority to children living nearest the school as measured by the shortest safe available route.\*
10. Where a community primary school is oversubscribed, and one (or more) of multiple birth siblings would be allocated a place but one (or more) of the multiple birth siblings would not be offered a place as the Published Admission Number has been met, the Council will admit the remaining multiple birth sibling(s).



\*Where the number of preferences exceed the number of places available, see paragraph '7.9 Proximity'.

#### **4.2 Late applications**

The Council will consider late applicants with unsuccessful 'on-time' applicants where vacancies arise in an oversubscribed community or voluntary controlled primary school and apply the oversubscription criteria set by the Council (as above).

#### **4.3 Statutory Appeals**

If a child has been refused admission to a community or voluntary controlled primary school, an appeal may be submitted to the Independent Statutory School Admission Appeal Panel.

#### **4.4 Deferred Entry**

A child is not required to start primary school until the beginning of the term following their fifth (5<sup>th</sup>) birthday however, their start cannot be deferred beyond the beginning of the term after their fifth (5<sup>th</sup>) birthday. The deferred place is held for the child and not made available to another. It is recommended that any consideration to defer is discussed with the Headteacher of the allocated primary school.

#### **4.5 St Mellons Church in Wales Voluntary Controlled Primary School**

Applications for admission should be submitted to the Council.

In the event of oversubscription at the closing date for receipt of applications, the Council will consider all applications in accordance with the oversubscription criteria set by the Council.

**Attendance at a nursery class does not automatically entitle a child to a reception class place in the same school. A new application must be made for a reception class place.**

#### **4.6 Ysgol Gynradd Groes-wen Primary School**

A phased increase in the Admission Number will apply to admission into Ysgol Gynradd Groes-wen Primary School.

The school is a two form entry primary school, with two language streams, organised as:

- One form of entry Welsh-medium
- One form of entry dual language stream

Admission into the Reception year and Year 1 in 2024/25 will be up to 30 pupils per stream.

Years 2 – 3 will operate a lower Admission Number of 15 pupils per stream in 2024/25.

### **5. Admissions To Community Secondary Schools**

Cardiff Council is the admissions authority for all maintained community secondary schools in the City and County of Cardiff. Cardiff Council is not the

admissions authority for foundation or voluntary aided secondary schools in Cardiff.

Children transfer into Year 7 in the September following their eleventh (11<sup>th</sup>) birthday during the normal admissions round.

Children can be admitted or transferred to a community secondary school outside the normal admissions round subject to availability (with exception to twice excluded pupils [refer to 3.58 – 3.60 of the Welsh Government's School Admissions Code document no. 005/2013]).

Where a community secondary school is undersubscribed, all applicants (with exception to twice excluded pupils [refer to 3.48 – 3.60 of the Welsh Government's School Admissions Code document no. 005/2013]) can be offered a school place. Cardiff Council also maintains Fair Access Protocols for the placement of vulnerable children who are transferring outside of the normal admissions round. These protocols seek to ensure that vulnerable and hard to place children are able to access education and are placed fairly within the city.

#### **5.1 Oversubscription Criteria**

Where a community secondary school is oversubscribed, preferences received by the published closing date will be considered in accordance with the oversubscription criteria set by the Council in order of priority [1. being the highest] up to the approved capacity and will not normally exceed the school's Published Admission Number:

1. Children who are looked after by a Local Authority in England or Wales **or** children who were previously looked after by a Local Authority in England or Wales. \*
2. Children subject to an Individual Development Plan (IDP), in which a specific school is named.
3. Pupils who are resident within the defined catchment area of the school **and** in respect of whom the Council judges there are compelling medical grounds or compelling social grounds for their admission to a particular school. \*
4. Pupils who are resident within the defined catchment area of the school **and** have a sibling enrolled in Years 7 to 11 who will be on register at the school when they are admitted. \*
5. Pupils who are resident within the defined catchment area of the school. \*
6. Pupils in respect of whom the Council judges there are compelling medical grounds or compelling social grounds for their admission to a particular school.\*
7. Pupils who have a sibling enrolled in Years 7 to 11 who will be on register at the school when they are admitted. \*
8. In determining applications for admission in respect of other pupils the Council gives priority to children living nearest the school as measured by the shortest safe available route.

9. Where a community secondary school is oversubscribed, and one (or more) of multiple birth siblings would be allocated a place but one (or more) of the multiple birth siblings would not be offered a place as the Published Admission Number has been met, the Council will admit the remaining multiple birth sibling(s).

\*Where the number of preferences exceed the number of places available, see paragraph '7.9 Proximity'.

## **5.2 Late applications**

The Council will consider late applicants with unsuccessful 'on-time' applicants where vacancies arise in an oversubscribed community secondary school and apply the oversubscription criteria set by the Council (as above).

## **5.3 Statutory Appeals**

If a child has been refused admission to a community secondary school, an appeal may be submitted to the Independent Statutory School Admission Appeal Panel.

**Attendance at a community or voluntary controlled primary school located in the catchment area of a community secondary school does not automatically entitle a child to a place at the school. A new application must be made for transfer from the primary school to the secondary school.**

## **6. Admissions to Sixth Forms**

The Council has agreed to delegate to the Governing Body of Community Secondary Schools, the responsibility for the determination of admission arrangements for sixth forms. Applications for admission should be submitted to the school.

## **7. Explanation of Oversubscription Criteria**

### **7.1 Child's Details - Address**

The child's home address must be used on the application, this is where the child lives for all or the majority of the school week. Please see 'Submission of documents relating to a Child's Home Address' (8.2). The Council may not accept an address given if there is no evidence that a parent for the child lives at the property.

In order to qualify as a 'child's home address,' for the purposes of admission, the child must be resident on the application submission date. If the child moves address after applying and before the date to which the child would start school, the parent must inform the Council in writing (e-mail or letter) stating the new address otherwise any school offer made may be withdrawn and a new application may be required.

### **7.2 Changes of Address**

If an applicant moves address at any point between submission of an application and the pupil attending an offered school, any offer based on the original address will be subject to re-assessment.

Preferences will be assessed on the basis of the home address outlined in the application and which is valid at the time of the closing date for applications. Any changes of address after the closing date cannot be considered until the next round of admissions.

Places allocated on the basis of an address which is valid on the closing date, but is no longer the home address, will be reassessed on the basis of their new address in the next application round. This change of address will mean that the application will be considered as a new application in the next round.

Offers of places will be reassessed and:

- If the new address meets higher oversubscription criteria (or the same oversubscription criteria but in closer proximity) than in the initial or previous application then the offer will not be withdrawn
- If the new address meets lower oversubscription criteria (or the same oversubscription criteria but in further proximity) than in the initial or previous application round then the offer will be reassessed and would be offered to the applicant in that application round who meets the highest oversubscription criteria.

A change of address would be considered by the Council in the application round immediately following the occupancy of a property, where evidence has been provided of this change of address and this evidence has been accepted and verified as sufficient by the Council.

### **7.3 Looked After Children (LAC) / previously Looked After Children (pLAC)**

In the case of a child looked after by a Local Authority in England or Wales (as defined by Section 22 of the Children Act 1989 and Section 74 of the Social Services and Wellbeing [Wales] Act 2014), the relevant Local Authority (corporate parent) must apply and supporting evidence (a Care Order or Interim Care Order) must be provided with the application. Following consultation on the appropriateness of the named school in light of the child's background and needs, the Council has a **duty to admit** the child to the school and give highest priority in the oversubscription criteria.

In the case of a child previously looked after by a Local Authority in England or Wales (as defined by the Welsh Government School Admissions Code document no. 005/2013), supporting evidence (a letter from the relevant Local Authority [former corporate parent]) must be provided with the application. Following consultation on the appropriateness of the named school in light of the child's background and needs, the Council has a **duty to give highest priority** in the oversubscription criteria.

### **7.4 Residence within the defined catchment area of a school**

The defined catchment areas of community primary and secondary schools can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).

### **7.5 Compelling medical/compelling social grounds**

To qualify for compelling medical or compelling social grounds, a written recommendation from a medical consultant or a social worker dated no more

than 6 (six) months prior to the application submission date, must give detailed reasons for the child's admission to a particular school.

## 7.6 Siblings

An application will be considered under the sibling criterion if the sibling, and the applicant at the time of enrolment, would be attending the same school at the same time.

The Council will only consider compulsory school-aged siblings (for nursery and primary school applications this refers to Reception to Year 6 and for secondary school applications this refers to Year 7 to Year 11):

- Clearly named on the application **and**
- Resident at the same address as the child subject to the application **and**
- Attending the preferred primary school (not nursery) **or**
- Attending the preferred secondary school (not sixth form).

Sibling, for the purposes of admission, is defined as: brother/sister; half-brother/half-sister (children who share one common parent); step brother/step sister (where children are related by virtue of their parents being married, co-habiting or in a civil partnership); adopted or fostered child.

## 7.7 Multiple Birth Siblings

Separate applications are required for each child. Each application will be considered on the basis of the oversubscription criteria met by the individual child.

## 7.8 Proximity

\* This criterion is the last to be applied in all oversubscription criteria. Where the number of preferences exceed the number of places available in any higher criterion, proximity is used as a tie breaker to determine which pupils are admitted.

The Council has developed a Geographical Information System (GIS), referred to as an 'Integrated Transport Network' (ITN), configured in compliance with the Learner Travel (Wales) Measure 2008 and the Learner Travel Statutory Provision and Operational Guidance 2014 route determination criteria. The shortest safe available route (as defined by the Welsh Government's 'Learner Travel Statutory Provision and Operational Guidance June 2014') is calculated (to 4 decimal places) from the co-ordinates of an applicant's home address (determined using the Local Land and Property Gazetteer [LLPG] address point data), to the nearest open school gate using Ordnance Survey (OS) route data.

- a) Where there is no safe route available, the nearest point on the ITN to the applicant's home address will be used to calculate the shortest driving route to the nearest open school gate.
- b) Tie-breaker: Where flats use the same LLPG address point co-ordinates, the route assessment is determined from the front entrance to each flat.

For applications for pupils residing within mainland UK but outside of the area covered by the integrated transport network (ITN), residence to school

distances are calculated as the shortest driving distance as evaluated using google maps.

Where applicants reside outside of mainland Britain, route distances are determined as the shortest route as determined using Google Maps utilising available transport types.

## **8. Documentary Evidence that may be Required from Applicants**

The Council may ask applicants to provide **clear** and **legible** documentation (e-mail: [schooladmissions@cardiff.gov.uk](mailto:schooladmissions@cardiff.gov.uk)) to prove their claim to qualify for one or more admission criteria. Where satisfactory documentary evidence is not received, a place at an oversubscribed school will not be offered based on the claimed admission grounds.

Subject to applicant's consent upon submission of the application, the evidence provided may be checked with other government agencies including (if appropriate) the child's current school.

### **8.1 Submission of documents relating to a child of UK Service Personnel or other Crown Servants**

Children of UK service personnel (UK Armed Forces) or other Crown Servants will be treated as resident at a future address if their application is accompanied by an official Ministry of Defence (MOD) or Foreign and Commonwealth Office (FCO) letter declaring a definite address occupation date and confirmation of the new home or unit postal address.

Applications for children of former UK service personnel or other former Crown Servants will be treated as all other applications.

Where applications outside of the normal for Children of UK service personnel or other Crown Servants are unsuccessful, parents may appeal against this decision and any appeal hearing convened would be heard as a normal prejudice appeal.

### **8.2 Submission of documents relating to a Child's Home Address**

Where an application is made for a place at a school or in a year group that is expected to be fully subscribed, and subject to the applicant's consent upon submission of the application, the Council will undertake checks of records held by Council Tax, Electoral Register, the child's school (if appropriate) and external organisations including credit reference agencies.

Where there is any concern regarding the consistency of information held, further evidence may be required.

To prove residency at a claimed 'Child's Home Address,' the following documentation may be requested.

#### **Proof of Residency at Current Address**

##### **Tenancy Agreement:**

- Tenancy Start Date must be on or before the application submission date **and** Tenancy End Date must be on or after the date to which the child would start school.

**Mortgage Statement:**

- Date of statement must be no more than 6 (six) months prior to the application submission date.

**Council Tax Correspondence (bill/letter/statement):**

- Referring to payments made in the current financial year for the property claimed as the child's home address.

**Utility Supplier Correspondence (electricity/gas/water bill /letter / statement):**

- Referring to payments made in the current financial year for the property claimed as the child's home address;
- Electricity and Gas (or Dual Fuel) bills must be dated no more than 6 (six) months prior to the application submission date.

**Child Benefit Correspondence:**

- Date of correspondence must be no more than 6 (six) months prior to the application submission date.

**Proof of Residency at New Address**

If a child will be moving to a new address after the application submission date and before the date to which the child would start school:

**Leased Property:**

- A new tenancy agreement will be required which must state an end date on or after the date to which the child would start school;

**Owned Property:**

- An exchange of contracts document will be required which must be dated no more than 6 (six) months prior to the application submission date.

If the Council is not satisfied with the evidence provided, the claimed 'child's home address' will not be accepted for the purposes of the admission request.

**8.3 Submission of documents relating to Compelling Medical Grounds or Compelling Social Grounds**

To qualify for compelling medical or compelling social grounds, a written recommendation from a medical consultant or a social worker dated no more than 6 (six) months prior to the application submission date, must give detailed reasons for the child's admission to a particular school.

Subject to applicant's consent upon submission of the application, the evidence provided may be checked with other government agencies including (if appropriate) the child's current school.

**9. Offers Process**

**9.1 School Offers**

If more than one place could be offered to a child, the applicant's highest available preference school will be offered. Any other school place that could be offered, will be offered to another child.

Decisions and responses will not be relayed over the telephone. Written confirmation (e-mail or letter) will be supplied.

Any offer not accepted by the date stated on the decision notice may be withdrawn and offered to another child.

If an offer to a higher community or voluntary controlled school preference is rejected by the applicant on the basis of the applicant declaring a former lower community or voluntary controlled school preference has become their preferred school, applicants must submit a new application for this community or voluntary controlled school preference to be re-considered.

## **9.2 No School Offers**

Applicants that receive written confirmation (e-mail or letter) advising their child has not been offered any of their school preferences, will be provided with an alternative preference form, details of community and voluntary controlled schools with vacancies and (for requests for admission to an age group of compulsory school age) information regarding their right to appeal against the Council's decision.

## **9.3 Changes of circumstances**

The Council will consider an applicant's circumstances to have changed, and that the application is considered as a new application, if:

- The applicant has changed address, or
- The applicant meets a higher oversubscription criteria than considered in their previous application.

This change of circumstances would be considered by the Council to have been from the date at which sufficient evidence of the change is received by the Council. Such evidence may be proof of residence at the new address, confirmation of the enrolment of a sibling at the school to which an applicant has stated the preference, or receipt of a letter meeting the 'compelling medical and/or compelling social grounds' criterion.

## **9.4 Withdrawal of School Offers**

Prior to the date to which the child would start school, any place approved may be withdrawn if it is found that the child's circumstances no longer meet the grounds for admission to which they were offered the school place, if the application was found to have been made in fraudulent circumstances or if the school place offer was made in error. A new written decision (e-mail or letter) will be released.

Any offer of a place at entry to Reception Year in a community primary school will be withdrawn by the Council if the child does not attend the school within 20 school days after the start of the school term following the child's fifth birthday.

Any offer of a place at entry to Year 7 in a community secondary school will be withdrawn by the Council if the child does not attend the school within 20 school days after the start of the autumn term 2024.



The Council may withdraw the offer of a school place from a pupil transferring between schools within the school year if the child does not attend the school within 20 school days of the place being offered.

However, if no reason has been provided for the child's failure to start, the school must notify the council's Education Welfare Service immediately so that Children Missing Education (CME) enquires to establish the whereabouts of the child can be undertaken. Once these have been completed, the place will be re-allocated.

## 9.5 Waiting Lists

Where an applicant has been refused admission to a community or voluntary controlled nursery, primary or secondary school, the applicant will be placed on the waiting list for the preference school unless the applicant informs the Council to remove their child from the waiting list.

Unsuccessful applicants for admission into Nursery to start from the beginning of the term following their third (3<sup>rd</sup>) birthday, will remain on the waiting list until the end of the Summer Term 2025.

Unsuccessful 'on-time' applicants for admission into Reception or Year 7 to start from the beginning of the academic year (also referred to as 'normal admissions round'), will remain on the waiting list until 30<sup>th</sup> September 2024.

Unsuccessful applicants for admission into Reception to Year 11 (inclusive) whose application was received outside the normal admissions round (also referred to as an 'in-year application'), will remain on the waiting list until the end of the term in which the child would start school.

Places are not prioritised on the basis of how long a child has been on a waiting list. Priority is determined in accordance with the oversubscription criteria. Applications are considered in line with the criteria and any places that become available will be allocated on that basis. A child's position on the waiting list may change as applications may be received that have a higher degree of priority under the oversubscription criteria.

Should a child be allocated from the waiting list, the applicant will be contacted by the Council and requested to confirm if they accept the place. Acceptance of a place must be via the Admissions Online Portal, or in writing or by email. Upon acceptance, any other school place to which the child may already be allocated will be released and reallocated to another child.

Once the waiting list expiry date has been reached, should a parent wish their child to continue to be considered for admission a new application must be submitted.

**There is no guarantee of an offer of a place at a child's catchment area school nor the school at which a sibling attends.**

## Appendix 1

### School Admission Numbers 2024/25

<b>Community Primary Schools</b>	<b>Admission Number</b>
Adamsdown Primary School	60
Albany Primary School	60
Allensbank Primary School	30
Baden Powell Primary School	60
Birchgrove Primary School	58
Bryn Celyn Primary School	30
Bryn Deri Primary School	30
Bryn Hafod Primary School	60
Coed Glas Primary School	75
Coryton Primary School	30
Creigiau Primary School (English-medium stream)	29
Danescourt Primary School	60
Fairwater Primary School	40
Gabalfa Primary School	30
Gladstone Primary School	30
Glan Yr Afon Primary School	30
Glyncoed Primary School	60
Grangetown Primary School	60
Greenway Primary School	30
Ysgol Gynradd Groes-wen Primary School (dual language stream)	30 (Rec and Year 1 15 (Years 2 and 3))
Ysgol Gynradd Gwaelod Y Garth Primary School (English-medium stream)	7
Hawthorn Primary School	30
Herbert Thompson Primary School	60
Howardian Primary School	60
Hywel Dda Primary School	60
Kitchener Primary School	60
Lakeside Primary School	60
Lansdowne Primary School	60
Llanedeyrn Primary School	55
Llanishen Fach Primary School	60
Llysfaen Primary School	60
Marlborough Primary School	60
Meadowlane Primary School	45

CARDIFF COUNCIL: EDUCATION & LIFELONG LEARNING  
SCHOOL ADMISSIONS POLICY: 2024/2025

<b>Community Primary Schools</b>	<b>Admission Number</b>
Millbank Primary School	30
Moorland Primary School	60
Mount Stuart Primary School	60
Ninian Park Primary School	90
Oakfield Primary School	60
Pencaerau Primary School	30
Pentrebane Primary School	30
Pentyrch Primary School	30
Pen-y-Bryn Primary School	30
Peter Lea Primary School	45
Pontprennau Primary School	60
Radnor Primary School	45
Radyr Primary School	60
Rhiwbeina Primary School	75
Rhydypenau Primary School	60
Roath Park Primary School	58
Rumney Primary School	60
Severn Primary School	60
Springwood Primary School	60
Stacey Primary School	30
Thornhill Primary School	60
Tongwynlais Primary School	28
Ton-yr-Ywen Primary School	60
Trelai Primary School	60
Trowbridge Primary School	30
Whitchurch Primary School	90
Willowbrook Primary School	60
Windsor Clive Primary School	60
Ysgol Bro Eirwg	60
Ysgol Gymraeg Coed-y-Gof	60
Creigiau Primary School (Welsh-medium stream)	29
Ysgol Glan Ceubal	30
Ysgol Glan Morfa	60
Ysgol Gynradd Groes-wen Primary School (Welsh-medium stream)	30 (Rec and Year 1 15 (Years 2 and 3))
Ysgol Gynradd Gwaelod Y Garth Primary School (Welsh-medium stream)	26
Ysgol Hamadryad	60

CARDIFF COUNCIL: EDUCATION & LIFELONG LEARNING  
SCHOOL ADMISSIONS POLICY: 2024/2025

<b>Community Primary Schools</b>	<b>Admission Number</b>
Ysgol Gymraeg Melin Gruffydd	60
Ysgol Mynydd Bychan	30
Ysgol Pencae	30
Ysgol Gynradd Gymraeg Pen-Y-Groes	30
Ysgol Gymraeg Pwll Coch	60
Ysgol Gymraeg Treganna	90
Ysgol y Berllan Deg	60
Ysgol Y Wern	90
Ysgol Gymraeg Nant Caerau	30
Ysgol Pen Y Pil	30
<b>Voluntary Controlled Primary Schools</b>	<b>Admission Number</b>
St Mellons C.W. Primary School	30
<b>Voluntary Aided Primary Schools</b>	<b>Admission Number</b>
All Saints C.W. Primary School	30
Bishop Childs C.W. Primary School	30
Christ The King R.C. Primary School	30
Holy Family R.C. Primary School	35
Llandaff C.W. Primary School	60
St Alban's R.C. Primary School	30
St Bernadette's R.C. Primary School	30
St Cadoc's R.C. Primary School	45
St Cuthbert's R.C. Primary School	22
St David's C.W. Primary School	30
St Fagans C.W. Primary School	30
St Francis R.C. Primary School	55
St John Lloyd R.C. Primary School	45
St Joseph's R.C. Primary School	30
St Mary The Virgin C.W. Primary School	60
St Mary's R.C. Primary School	37
St Monica's C.W. Primary School	20
St Patrick's R.C. Primary School	45
St Paul's C.W. Primary School	30
St Peter's R.C. Primary School	60
St Philip Evans R.C. Primary School	52
Tredegarville C.W. Primary School	30

<b>Community Secondary Schools</b>	<b>Admission Number</b>
Cantonian High School	210
Cardiff High School	240
Cardiff West Community High School	240
Cathays High School	240
Eastern High	270
Fitzalan High School	300
Llanishen High School	300
Radyr Comprehensive School	240
Willows High School	180
Ysgol Gyfun Gymraeg Bro Eder	180
Ysgol Gyfun Gymraeg Glantaf	240
Ysgol Gyfun Gymraeg Plasmawr	210
<b>Foundation Secondary Schools</b>	<b>Admission Number</b>
Whitchurch High School	390
<b>Voluntary Aided Secondary Schools</b>	<b>Admission Number</b>
Bishop of Llandaff C.W. High School	180
Corpus Christi R.C. High School	215
Mary Immaculate R.C. High School	159
St Illtyd's R.C. High School	176
St Teilo's C.W. High School	240

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# Coordinated School Admission Arrangements for September 2024

## CONSULTATION DOCUMENT

CONSULTATION PERIOD:  
28 NOVEMBER 2022 – 16 JANUARY 2023



This document can be made available in Braille.  
Information can also be made available in other community languages if needed.  
Please contact us on [029 2087 2720](tel:02920872720) to arrange this.



## Background

Coordinated admission arrangements are a way of applying for a school place that allows parents to apply for voluntary aided (faith based) schools, foundation schools and community schools using one application form. Parents can state their order of preference when applying and, once applications have been processed in line with the relevant admissions criteria, would be offered only the highest preference school place that they are eligible for.

At present, parents applying for a secondary school place can receive multiple offers and can decide which school is their preference after offers are made.

A coordinated admissions arrangement still allows parents to apply for admission to the same number of schools, but asks parents to nominate the order of their preference at the time of application.

Cardiff Council has successfully coordinated admissions with three partner secondary schools since the 2018/2019 intake year. A pilot ran as part of 2018-2020 school admission arrangements, with coordinated admissions between all community secondary schools, Whitchurch High School (foundation school), St Teilo's Church in Wales High School (voluntary aided) and Corpus Christi Catholic High School (voluntary aided).

The pilot was successful with all of the Admissions Authorities who were involved reporting the process as being beneficial overall. Each of the above schools has decided to remain as a partner within the coordinated admission arrangements. Each of the schools retains the responsibility for consulting on and setting its admissions arrangements.

The Council has expanded the coordinated arrangements for secondary schools by including The Bishop of Llandaff Church in Wales High School in the process from September 2023.

The Council has also coordinated primary school admissions arrangements with St Mellons Church in Wales Primary School since September 2021 and from September 2023 twenty other faith primary schools will be part of the coordinated arrangements.

The Council is now seeking to further expand the coordinated arrangements for secondary schools by including Mary Immaculate High School in the process from September 2024.



## What are we proposing to do?

- Include Mary Immaculate High School within the coordinated secondary school admissions process for the Year 7 age group intake from September 2024.

## Where can I find more information?

This document sets out the proposal to expand coordinated admission arrangements with partner secondary schools in Cardiff.

Further information in respect of school admissions arrangements can be found on the Council website: [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements)

If you are unable to access this document on-line, printed copies will be available by post on request. You may request a copy by e-mailing [schoolresponses@cardiff.gov.uk](mailto:schoolresponses@cardiff.gov.uk) or by telephoning 02920 872720.

We will organise online drop-in sessions that you can attend if you would like us to explain the suggested changes to you. You can also ask us questions.

If you would like to attend an online session please contact us by e-mailing [schoolresponses@cardiff.gov.uk](mailto:schoolresponses@cardiff.gov.uk) and tell us when you would like to attend. We will then provide a link and instructions for attending the session.

## How can I give my views?

- You can fill in the response form on page 13 of this booklet
- You can attend a drop-in session
- You can provide your views at [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements)

The closing date for responses to this consultation is **16 January 2023**.

Unfortunately responses received after this date will not be considered by the Council.

## Explanation of Terms used in this document

**Admission Authority** – Responsible for setting and applying a school’s admission arrangements. For community schools and voluntary controlled schools the Admission Authority is Cardiff Council. For voluntary aided schools the Admission Authority is the school’s governing body.

**ALN** – Additional Learning Needs. This may be due to learning difficulties, physical disabilities or behavioural problems. (ALN is sometimes referred to as Special Educational Needs).

**Catholic Archdiocese** – a church district, made up of local parishes, under the leadership of a Catholic Archbishop.

**Community School** – a maintained primary or secondary school where the Council arranges school admissions.

**Foundation School** – a maintained primary or secondary school where the school’s governing body administers school admissions. The school buildings and land are owned by the governing body or by a charitable foundation.

**Governing Body** – A group of people who are responsible for running a school. They set a strategic direction and aim to promote a high standard of educational achievement.

**Local Authority** – an organisation that is officially responsible for all the public services and facilities in a particular area. In Cardiff the local authority is Cardiff Council.

**Maintained School** – A school that is funded by the local education authority (LA).

**Offer Day** – A consistent date on which all Admissions Authorities inform families of the outcome of their school applications.

**Voluntary Aided School** – a maintained primary or secondary school where the school’s Governing Body administers school admissions.

# Coordinated Secondary School Admissions

## Why are we proposing these changes?

The coordinated admissions arrangements for admission to secondary education have been beneficial for school, parents and pupils alike.

The Council and the Catholic Archdiocese of Cardiff are keen to expand the coordinated admissions arrangements to include more schools.

Mary Immaculate High School has agreed to consult on being part of the coordinated admissions arrangements.

## Planning and budget

Coordinated admission arrangements between community schools and voluntary aided schools mean more certainty around the number of Year 7 pupils transferring to a school. If a pupil accepts a place at one school they are not able to also hold a place at another school within this partnership.

This leaves schools better able to plan ahead for the school year. For example, if the school knows how many pupils will enrol in Year 7 then it will be in a better position to manage class organisation and staffing arrangements.

## Transfer to secondary education

Coordinated admission arrangements were piloted in Cardiff secondary schools for the Year 7 intakes in 2018, 2019 and 2020 and retained for the 2021, 2022 and 2023 intakes. The coordinated arrangements initially applied to all community schools, Corpus Christi Catholic High School, St Teilo's Church in Wales High School and Whitchurch High School. The arrangements were expanded to include The Bishop of Llandaff Church in Wales High School from the September 2023 intake.

Under the current arrangements, pupils wishing to apply for these schools complete a Common Application Form online via the Council website. In addition, pupils applying for Corpus Christi Catholic High School, St Teilo's Church in Wales High School or The Bishop of Llandaff Church in Wales High School also submit a supplementary form directly to the school.

Under the proposals, Mary Immaculate High School would also be part of the coordinated arrangements.

Pupils applying for a place at the schools within the coordinated process would be offered only the highest preference school place that they are eligible for.

## Allocation of places

Applying through the Common Application Form means that the Council knows the order of parents' preferences. Therefore, when the voluntary aided and foundation schools send their ranked list of applicants to the Council, it is possible to allocate places according to the stated preference. This does not guarantee that a place will be allocated. In some cases a pupil could still be unsuccessful in gaining a place at any school after the oversubscription criteria have been applied.

Only allocating one school place to each child means that parents are unable to 'hold' offers for more than one school in the coordinated process. Therefore, more children can be offered places in the earlier admission rounds.

In the 2022 intake, 309 children held more than one school place for entry to Year 7 after the first admission round. Of the children who were offered places at Mary Immaculate High School, 94 were also offered at least one other school place. 69 of these children held one additional place and 25 held two additional places.

Table 1 shows the school places held for entry to Year 7 in September 2022, after the first round of admissions, by pupils also holding a place at Mary Immaculate High School. Offering only one school place to these pupils would have released 119 school places in the first admission round. This would potentially leave fewer children without a school place and more children being offered a higher preference school place on Offer Day.

**Table 1: School places held by pupils also holding a place at Mary Immaculate High School at entry to Year 7 in 2022**

Number of school places held	Number of pupils
Cantonian High School	17
Cardiff West Community High School	28
Cathays High School	8
Corpus Christi Catholic High School	14
Fitzalan High School	18
Radyr Comprehensive School	3
St Teilo's CW High School	3
The Bishop of Llandaff CW High School	27
Ysgol Gyfun Gymraeg Plasmawr	1
	<b>119</b>

## What are the Proposed Arrangements and how would they work?

The existing coordinated arrangements with Corpus Christi Catholic High School, St Teilo's Church in Wales High School, The Bishop of Llandaff Church in Wales High School and Whitchurch High School would be unchanged. Pupils applying for Mary Immaculate High School would apply via the Common Application Form on the Council's website. They would also submit a supplementary form directly to the school.

Pupils applying for a place at St Illtyd's Catholic High School would continue to submit applications directly to the school.

Coordinated secondary school admissions for the Year 7 age group would follow the timetable as outlined below (for the September 2024 intake):

### 25 September 2023 – 20 November 2023

- Parents/carers would complete a Common Application Form online. They would express up to five preferences for community and/or voluntary aided schools.
- Parents/carers applying for a voluntary aided school, within the coordinated admissions arrangements, would also complete a supplementary application form for the individual school. This form would be returned directly to the school's governing body along with any required references, documentary evidence and any other information required.
- Applications via the online Common Application Form would close on 20 November 2023.

### December 2023 - February 2024

- Voluntary aided and foundation schools would rank all applicants according to their school's admissions criteria. Having produced a list of applicants in order of priority, they would submit this list to Cardiff Council to enter into the Central Admissions Database.
- The Central Admissions Database would then allocate the highest preference place to which a child qualifies for admission.

### Friday, 01 March 2024

- Pupils applying for a place at the schools within the coordinated process would be offered only the highest preference school place that they are eligible for. Applicants would be informed of their right to appeal, if any of their school applications were unsuccessful.
- Decisions are sent by email (or a letter if you have asked for your offer to be sent by post). They can also be viewed online or be given over the phone after 12pm on the Offer Day.

### 15 March 2024

- Deadline for parents/carers to respond to the Council, either accepting or refusing the offer of a school place.

## What are the benefits of coordinated admissions?

The following benefits would be expected to result from coordinated arrangements:

- More pupils offered a place on Offer Day in the initial round of applications.
- More pupils securing a higher school preference.
- More parents/carers able to plan work and childcare commitments much earlier.
- Fewer families needing to submit another admission application in a later admission round.
- Fewer statutory school appeals.
- Schools will be better able to plan their budgets, class organisation and staffing arrangements as they will have a clearer idea of how many pupils they will be admitting.

## What are the disadvantages of the coordinated arrangements?

The current system allows for parents to apply to multiple Admission Authorities with the potential for their child to be offered multiple school places. This allows them to secure offers for more than one school, with a later decision stage at which they can choose which school offer to accept.

A minority of parents may feel disadvantaged as a result. However, they would still retain the right to parental preference and the opportunity to rank order their school preferences. The proposed arrangements would also increase each applicant's opportunity of being offered one of their higher preferences.

## Alternative options

The alternative option is doing nothing. The existing arrangements would be retained. The inefficiencies within the current pupil allocation system would remain. Many pupils would receive multiple offers of places, whilst others may receive offers for a lower preference or no offer at all. Continuing the existing system would mean Admission Authorities are unable to allocate more places to children in the initial allocation round.

## How would schools be affected?

The proposal does not have any impact upon a school's admissions policy nor impose any change to its governance. The governing body of Mary Immaculate High School would still consult on and determine their own admissions arrangements, and would still rank the order of applicants against their own oversubscription criteria.

The Council would support the school by undertaking some of its administrative tasks including address verification and home to school distance measurements, if this is their preference.

It will not affect parents' ability to express their preference for a community school or voluntary aided school when submitting an application.

Therefore, it is anticipated that it would have little or no effect on the number of pupils that will be on roll at English-medium or Welsh-medium community schools or at voluntary aided schools in the city.

It is the Council's view that coordinated admissions help schools to plan their budgets, class organisation and staffing arrangements, as all schools will have a clearer idea of which pupils they will be admitting at an earlier stage.

## How would standards in schools be affected by the changes?

### Standards

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](http://www.cardiffcommitment.co.uk)).

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.

The Council does not expect the proposal to have any negative impact on the quality of standards of education at any of the schools involved in the coordinated admissions process.

### Teaching and learning experiences

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 this proposal to have any negative impact on the quality of standards of education or the delivery of Key Stages 3-4.

## Care, support and guidance

All schools have a suitable range of policies and provision in place to promote pupils' health and wellbeing.

Schools are committed to fostering school communities in which learning is valued and pupils achieve their potential in a happy and safe environment in which they show respect and tolerance for others.

The Council would work with the leadership of each of the schools to make sure everyone at the school understands their responsibility for helping to improve and sustain care, support and guidance.

## Leadership and Management

Governing bodies are responsible for setting and applying the admission arrangements for voluntary aided schools. This would not change under the coordinated admission arrangements.

There is no information that suggests that the proposals would have a negative effect on schools' leadership and governance or impact on educational outcomes.

## How would pupils with Additional Learning Needs be affected?

Schools in Cardiff receive delegated funding to enable them to provide extra support and focussed interventions for pupils who have ALN.

Pupils with ALN are offered school provision in a range of settings across Cardiff which support identified pupil needs. This includes supported placements in mainstream schools and places in Specialist Resource Bases (SRBs) and Special Schools

Admissions to specialist provision are managed by the Council, subject to a statement of Special Education Needs (SEN) or Individual Development Plan (IDP).

There are no plans to make any changes to how children are admitted to ALN provision.

There is no information available that suggests that the proposals would have a negative effect on ALN provision. Schools would continue to provide ALN support for pupils appropriate to the level of need.

## How would pupils receiving Free School Meals be affected?

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 at the school who receive Free School Meals.



## **How would pupils with English as an Additional Language be affected?**

There is no information available that suggests that the proposals would have a negative effect on how children with English as an additional language are supported. All schools in Cardiff would continue to provide support that is appropriate to the individual needs of each pupil.

## **How would Minority Ethnic pupils be affected?**

There is also no information available that suggests that the proposals would have a negative effect on provision for any ethnic group.

## **Financial Matters**

It is the Council's view that schools will be better able to plan their school budgets for forthcoming academic years as they will have a clearer idea of which pupils they will be admitting. A large proportion of a school's budget is based on the number of children on roll.

## **Human Resources Matters**

It is the Council's view that this proposal is unlikely to impact on school staffing. Working practises would change, but may not reduce.

## **Transport Matters**

It is the Council's view that this proposal is unlikely to impact on traffic. It does not relate to any change with respect to supply of school places nor any change to school catchment areas.

## **Learner Travel Arrangements**

Under these proposals there are no plans to change the Council's policy on the transport of children to and from schools. The Council's transport policy for school children can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).

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

The Council does not expect any negative impact on the Welsh Language from this proposal.

As some Welsh-medium schools have reported difficulties in planning budgets owing to parents being offered a school place but later taking a place at an alternative school, it is expected that the proposals would have a positive benefit overall.

## Equality Matters

An Equality Impact Assessment (EIA) is a process that looks at a policy, project or scheme to make sure it does not discriminate against anyone based on the protected characteristics set out in the Equality Act 2010 (age, disability, gender reassignment, marriage & civil partnership, pregnancy & maternity, race, religion/belief, sex, sexual orientation).

An initial Equality Impact Assessment has been carried out. It concluded that the proposed changes would not negatively affect a particular group in society. Where particular groups are identified as being impacted, mitigating actions have been identified.

This assessment will be reviewed after the consultation and at key points if the proposals were to proceed.

The proposal will have a positive impact on children in Cardiff achieving their full potential by promoting and improving access to learning in the city, giving children the best start by providing a better experience for children starting school or going into Secondary School for the first time.

This will be as a result of school staff being able to maximise on the efficiencies of the admissions process to provide a more effective start for children to allow them to realise their maximum potential earlier than later.

The Council (Admissions Authority for Community Schools) and Governing Bodies (Admissions Authority for Voluntary Aided and Foundation Schools) will continue to strengthen their partnership in delivering positive outcomes for the city and its citizens; working collaboratively with a shared agenda to achieve significant cost and efficiency savings.

## Community Impact

It is the Council's view that this proposal is unlikely to negatively impact on any community in Cardiff.

## Next steps, how to make your views known and feedback form

### What happens next?

The Council will collect and summarise the feedback from this consultation. Council officers will then report this to the Council's Cabinet to inform elected members of stakeholders' views, as part of the proposed 2024-2025 School Admission Arrangements. Once the Cabinet have determined the Admission Arrangements, the Admission Policy will be available for anyone to view/download on the Council website. You can also get a copy by using the contact details in this document.

### Consultation period

The consultation period for these proposals **starts on 28 November 2022 and ends on 16 January 2023**.

See page 2 for further details of how to respond and make your views known.

The responses from the consultation will be considered as part of the proposed School Admission Arrangements for 2024-2025.

### Determination of the admission arrangements

The Council's Cabinet will determine the proposed Admission Arrangements for 2024-2025 in March 2023.

### Decision Notification

After determination, Cardiff Council would inform stakeholders. The Admission Policy will also be published on the Council's website.

## Frequently Asked Questions

### Will the oversubscription criteria for Mary Immaculate High School change?

Mary Immaculate High School will continue to consult on, set and apply their own admission criteria. The governing body will rank applicants for places at their school based on their own criteria.

### Will coordinated admission arrangements mean that my child is definitely offered a school place?

The coordinated admission arrangements do not guarantee that a place will be allocated. In some cases a pupil could still be unsuccessful in gaining a place at any school. However, because multiple places cannot be held by one pupil under these arrangements, your child is more likely to be offered one of their preferences.

### Am I more likely to get a place at a school if I put it as my only preference?

Listing only one school as a preference does not make it more likely that you will get a place in the school. Applicants are ranked according to the school's oversubscription criteria. Parents are encouraged to use all of their preferences. If an applicant could be offered a place at more than one school, they will be given a single offer for their highest preference school.

### How many schools can I apply for?

The Council's online application process will allow you to state up to five preferences. Applicants are encouraged to use all of their preferences. You can also submit additional applications if you wish to do so.

### If I don't get an offer of a place at Mary Immaculate High School will I miss out on a place at my catchment school?

You will be able to apply for both Mary Immaculate High School and your catchment community school using Common Application Form on the online portal. You can rank five schools according to your preference and will be offered the highest preference school place that you are eligible for. Therefore if you are not offered a place at Mary Immaculate High School, you can still be offered a place at your catchment community school, if you are eligible for a place once the oversubscription criteria have been applied.

# Have Your Say!

## CONSULTATION RESPONSE FORM

You can complete this response form online at [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements)

We are proposing to:

- Include Mary Immaculate High School within the coordinated secondary school admissions process for the Year 7 age group intake from September 2024.

### Please tell us whether you are responding as (tick all that apply)

Parent or Guardian\*

Grandparent\*

Member of Staff\*

Pupil\*

Governor\*

Local Resident

Other (please specify) \_\_\_\_\_

\*Please confirm which schools you are affiliated with

### 1. Do you support the proposal to include Mary Immaculate High School within the coordinated secondary school admissions.

YES       NO       NO OPINION

Please explain why:

### 2. Do you have any other comments on the School Admissions Policy?

Name \_\_\_\_\_

Address \_\_\_\_\_

Post Code \_\_\_\_\_

**The closing date for responses to this consultation is 16 January 2023.**

The Council is not able to consider any consultation responses received after this date.

Consultation responses will **not** be counted as objections to the proposal.

Objections can only be registered following publication of a statutory notice.

If you wish to be notified of publication of the Consultation report please provide an email address. If you do not provide an email address we cannot keep you up to date

**Thank you for your comments**  
**Please return this form to the School Organisation Planning Team, Room 401, County Hall, CF10 4UW by no later than 16 January 2023.**

The information you have provided above will be processed by Cardiff Council in line with the Data Protection Act 2018 and General Data Protection Regulation. The information provided to us in relation to this consultation will be treated as confidential but it may be used by the Council or disclosed to others when required by law. The purpose of processing the personal data is required to perform a specific tasks in the public interest. Any responses received can be requested under the Freedom of Information Act and may have to be made public, however any information that would identify an individual such as name and address would be removed.

For further information on how Cardiff Council manages personal information, see our full Privacy Policy on the Council's website  
[https://www.cardiff.gov.uk/ENG/Home/New\\_Disclaimer/Pages/default.aspx](https://www.cardiff.gov.uk/ENG/Home/New_Disclaimer/Pages/default.aspx)

## ABOUT YOU

Please provide your postcode below to allow us to more accurately pinpoint respondents' views and needs by area:

What was your age on your last birthday?

- |                                   |                                |                                |                                |                                            |
|-----------------------------------|--------------------------------|--------------------------------|--------------------------------|--------------------------------------------|
| <input type="checkbox"/> Under 16 | <input type="checkbox"/> 25-34 | <input type="checkbox"/> 45-54 | <input type="checkbox"/> 65-74 | <input type="checkbox"/> Prefer not to say |
| <input type="checkbox"/> 16-24    | <input type="checkbox"/> 35-44 | <input type="checkbox"/> 55-64 | <input type="checkbox"/> 75+   |                                            |

Are you...?

- |                                 |                               |                                |                                            |
|---------------------------------|-------------------------------|--------------------------------|--------------------------------------------|
| <input type="checkbox"/> Female | <input type="checkbox"/> Male | <input type="checkbox"/> Other | <input type="checkbox"/> Prefer not to say |
|---------------------------------|-------------------------------|--------------------------------|--------------------------------------------|

Do you identify as a disabled person?

- |                              |                             |                                            |
|------------------------------|-----------------------------|--------------------------------------------|
| <input type="checkbox"/> Yes | <input type="checkbox"/> No | <input type="checkbox"/> Prefer not to say |
|------------------------------|-----------------------------|--------------------------------------------|

Please tick any of the following that apply to you:

- |                                                             |                                              |                                                                                                       |
|-------------------------------------------------------------|----------------------------------------------|-------------------------------------------------------------------------------------------------------|
| <input type="checkbox"/> Deaf/ Deafened/ Hard of hearing    | <input type="checkbox"/> Visual impairment   | <input type="checkbox"/> Long-standing illness or health condition (e.g. cancer, diabetes, or asthma) |
| <input type="checkbox"/> Mental health difficulties         | <input type="checkbox"/> Wheelchair user     | <input type="checkbox"/> Prefer not to say                                                            |
| <input type="checkbox"/> Learning impairment / difficulties | <input type="checkbox"/> Mobility impairment | <input type="checkbox"/> Other                                                                        |

Please specify \_\_\_\_\_

What is your ethnic group?

Where the term 'British' is used, this refers to any of the four home nations of Wales, England, Northern Ireland and Scotland, or any combination of these.

- |                                                                                   |                                                                                  |
|-----------------------------------------------------------------------------------|----------------------------------------------------------------------------------|
| <input type="checkbox"/> White - Welsh/English/Scottish/Northern Irish/British    | <input type="checkbox"/> Asian/Asian Welsh/British - Bangladeshi                 |
| <input type="checkbox"/> White - Irish                                            | <input type="checkbox"/> Asian/Asian Welsh/British - Indian                      |
| <input type="checkbox"/> White - Gypsy or Irish Traveller                         | <input type="checkbox"/> Asian/Asian Welsh/British - Any other                   |
| <input type="checkbox"/> White - Any other white background                       | <input type="checkbox"/> Black/African/Caribbean/Black Welsh/British - African   |
| <input type="checkbox"/> Mixed/Multiple Ethnic Groups - White & Asian             | <input type="checkbox"/> Black/African/Caribbean/Black Welsh/British - Caribbean |
| <input type="checkbox"/> Mixed/Multiple Ethnic Groups - White and Black Caribbean | <input type="checkbox"/> Black/African/Caribbean/Black Welsh/British - Any other |
| <input type="checkbox"/> Mixed/Multiple Ethnic Groups - White and Black African   | <input type="checkbox"/> Arab                                                    |
| <input type="checkbox"/> Mixed/Multiple Ethnic Groups - Any other                 | <input type="checkbox"/> Any other ethnic group (please specify)                 |
| <input type="checkbox"/> Asian/Asian Welsh/British - Chinese                      | _____                                                                            |
| <input type="checkbox"/> Asian/Asian Welsh/British - Pakistani                    | Prefer not to say                                                                |

The information you have provided above will be processed by Cardiff Council in line with the Data Protection Act 2018 and General Data Protection Regulation. The information provided to us in relation to this consultation will be treated as confidential but it may be used by the Council or disclosed to others when required by law. The purpose of processing the personal data is required to perform a specific tasks in the public interest. Any responses received can be requested under the Freedom of Information Act and may have to be made public, however any information that would identify an individual such as name and address would be removed. For further information on how Cardiff Council manages personal information, see our full Privacy Policy on the Council's website

[https://www.cardiff.gov.uk/ENG/Home/New\\_Disclaimer/Pages/default.aspx](https://www.cardiff.gov.uk/ENG/Home/New_Disclaimer/Pages/default.aspx)

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## **Formal response to the consultation:**

### **Cllr. Robert Hopkins, Liberal Democrat Education spokesperson**

Cllr. Robert Hopkins gave a response on behalf of the Liberal Democrat council group.

### **Response to consultation on School Admissions Policy:2024/25**

The comments below relate to the specific changes in the admissions policy which are described in the consultation as:

- Clarification on children with ALN who have an IDP.
- The inclusion of Mary Immaculate High School in then coordinated admissions process
- Clarification on the applicant
- Information on admission arrangements for St. Mellon’s Church in Wales Primary School and Ysgol Gynradd Groeswen.
- Clarification on the timeframe for applying in advance of taking up a place for in year applications.

## **Response**

1. Paragraph 1.6 outlines factors that will be considered when the council may determine that it should name a school in an IDP. The range of factors are appropriate but the reference to “any other factors” is rather broad and potentially unclear. It would be helpful if this could be made more specific or examples given such as, for example, proximity to the child’s home. This may well be an important consideration in specific cases.
2. Paragraph 1.10 refers to the fact that the council is consulting on whether Mary Immaculate High School should be part of the coordinated admissions arrangements. Notwithstanding any outcome of the consultation, there are clear precedents in relation to three other faith schools and the one foundation school.
3. Paragraph 2.3 provides helpful guidance on the application procedure to be followed where more than one person has parental responsibility. Note is made of cases where there may not be agreement and advice given on making an urgent application to the courts. The section makes clear that where more than one application is received it is the first received that will be administered. However, it is unclear from the policy what steps may need to be taken where the first application received may be in conflict with the second.
4. Paragraph 4.5 makes clear that applications for admission to St. Mellon’s Church in Wales Primary School should be made to the council.

5. Paragraph 4.6 sets out arrangements for admission to Ysgol Gynradd Groeswen. Notification is given that admissions to Reception and Year 1 in 2024/25 will be of 30 pupils per stream but only 15 pupils per stream in the case of Years 2 and 3. It would be helpful if the policy could explain why this is the case beyond the more general reference to a phased increase at the beginning of this paragraph.
6. It is difficult to locate in the policy the specific references to clarification on the timeframe for applying in advance of taking up a place for in year applications.

## Coordinated Schools Admission Arrangements for September 2024

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Please explain why:.....	5
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What was your age on your last birthday?.....	6
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Do you identify as Trans?.....	6
Do you identify as a disabled person? .....	7
Please tick any of the following that apply to you: .....	7
What is your ethnic group? <b>Where the term ‘British’ is used, this refers to any of the four home nations of Wales, England, Northern Ireland and Scotland, or any combination of these.</b> .....	7

## Background

Legislation requires admission authorities to review their School Admission Arrangements annually. The procedure which admission authorities should follow when determining their admission arrangements, includes a proper consultation being carried out and that the arrangements should be determined by 15 April in the school year beginning two years before the school year which the arrangements will be for.

Cardiff Council has successfully coordinated secondary school admissions between all community secondary schools, Whitchurch High School (foundation school), St Teilo's Church in Wales High School (voluntary aided) and Corpus Christi Catholic High School (voluntary aided) since the 2018/2019 intake year.

The Council expanded the coordinated arrangements for secondary schools by including The Bishop of Llandaff Church in Wales High School in the process from September 2023.

The Council has also coordinated primary school admissions arrangements with twenty other faith primary schools from September 2023.

The Council is now seeking to further expand the coordinated arrangements for secondary schools by including Mary Immaculate High School in the process from September 2024.

## Proposals

- Include Mary Immaculate High School within the co-ordinated secondary school admissions process for the Year 7 age group intake from September 2023.

## Methodology

- Publication of a Consultation Document on the Council website.
- A communication campaign via social media.
- A consultation response slip for return by post or e-mail, attached to the consultation document.
- An online response form at [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements).

## Responses

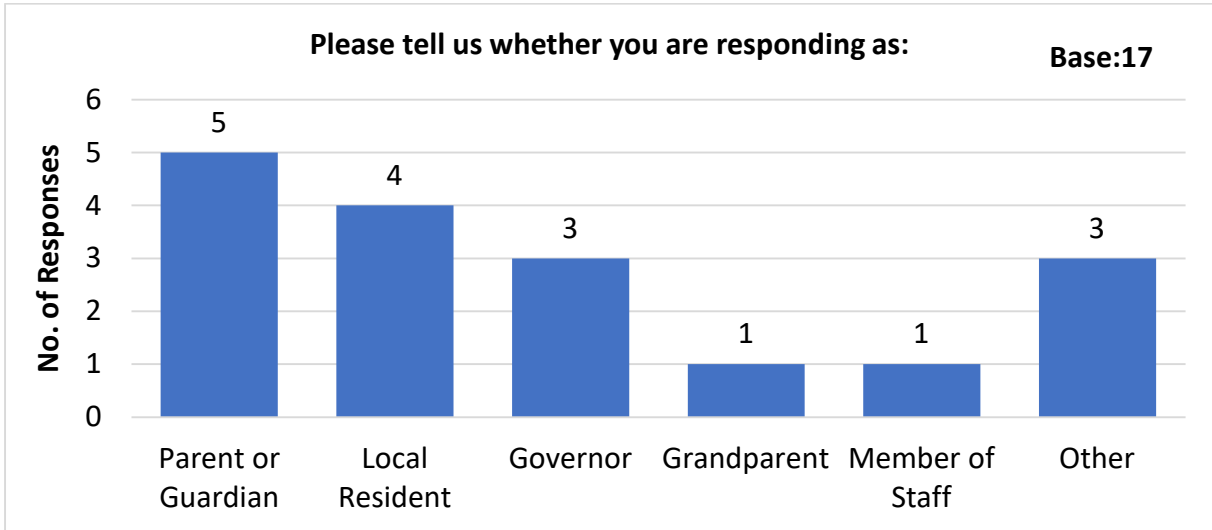
There were 17 responses received to the consultation.

# **Coordinated School Admission Arrangements for September 2024**

Results

Please tell us whether you are responding as:

Five of the 17 responses came from a **Parent or Guardian**. This was followed by a **Local Resident** (4) and **Governor** (3)



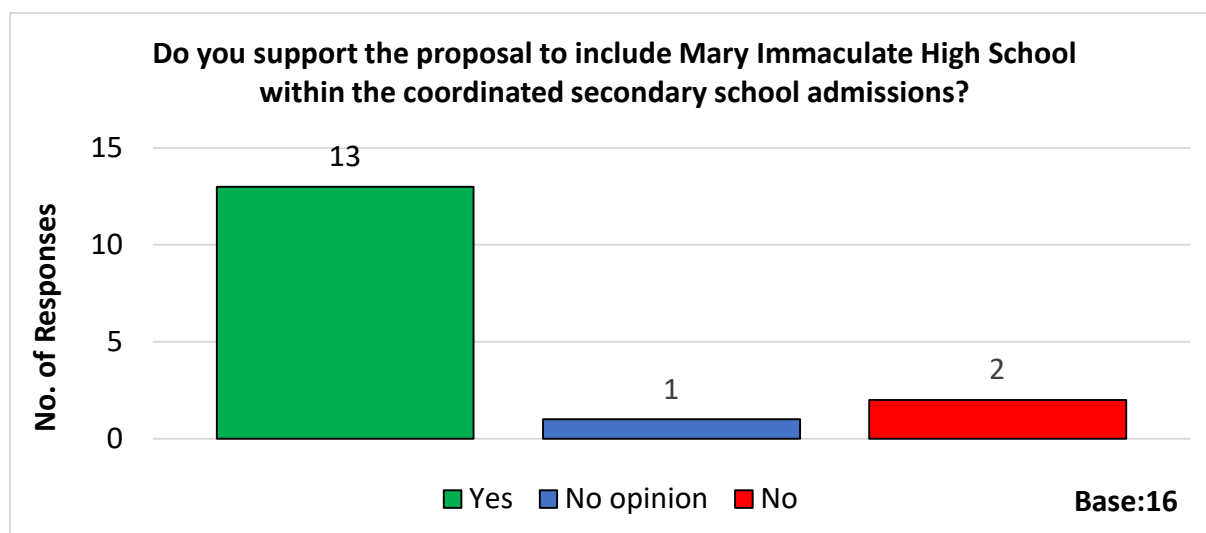
Please confirm which school/s you are affiliated with:

	No.
Eastern High	1
Greenhill School	1
Llanedeyrn Primary School	1
Mary Immaculate High School	1
Moorland Primary School	1
Mount Stuart Primary School	1
St Teilo's Church in Wales High School	1
The Court School	1
<b>Total Respondents</b>	<b>7</b>

*NB. Total Respondents is less than the number of individual schools as 1 respondent is affiliated with more than 1 school*

Do you support the proposal to include Mary Immaculate High School within the coordinated secondary school admissions?

13 of the 16 respondents who answered this question were in support of the proposal.



Please explain why:

Respondents were given the opportunity to explain their reasoning for supporting or not supporting the proposal. Eight respondents left feedback as to why they supported the proposal, one respondent indicated why they had no opinion and two respondents left feedback as to why they were against the proposals. A full breakdown can be viewed below / overleaf:

### Support the proposal

- It is easier if it's the same process as other schools.
- As we need more high schools.
- Coordinated admissions means all schools are visible and all families that apply get a single offer which is fairer and means more likely to get a higher school in their list. Why it's not already in place for all schools is a mystery?
- It's a fairer system where non-religious local school spaces are kept unfilled until religious school accepted or not. Unfairly discriminatory against non-religious children.
- I think all faith schools should be open to all.
- MI are losing out when parents secure first choice places elsewhere. I am aware of such a situation with a family I know.
- The more schools that are available to students the better the choice is.
- It helps the LA to plan for the academic year with regard to the students who will attend there.

### No Opinion

- Not in catchment.

### **Against the Proposal**

- It works well as it is. Faith schools need autonomy to admit those that can prove dedication to the faith.
- Church schools should not be used in the twenty first century to plug the gap left by inadequate provision by the secular authorities.

### Do you have any other comments on the School Admissions Policy?

Respondents were invited to leave any other comments they had in relation to the School Admissions Policy. Four respondents left feedback; these comments can be viewed below:

- There must be an opt out for those families who do not wish to take part.
- You need to create more places in Cardiff High.
- What about merit-based admission where same merits pupils can compete and do better.
- Admission to Cardiff High should be prioritised for students within the catchment area and the school should be increased in size to allow more students entrance into the school.

### About You

What was your age on your last birthday?

	No.
25-34	4
35-44	5
45-54	3
55-64	3
65-74	2
<b>Total Respondents</b>	<b>17</b>

Are you...?

	No.
Female	11
Male	5
Non-binary	1
<b>Total Respondents</b>	<b>17</b>

Do you identify as Trans?

There were 16 responses to this question. None of the respondents identify as Trans.



Do you identify as a disabled person?

	No.
Yes	4
Prefer not to say	1
No	12
<b>Total Respondents</b>	<b>17</b>

Please tick any of the following that apply to you:

Two people identified a health condition that applied to themselves, these can be viewed below:

- Deaf / Deafened / Hard of hearing
- Mobility impairment
- Long-standing illness or health condition (e.g. cancer, diabetes, or asthma)

What is your ethnic group?

*Where the term 'British' is used, this refers to any of the four home nations of Wales, England, Northern Ireland and Scotland, or any combination of these.*

	No.
White – Welsh /English / Scottish / Northern Irish / British	15
Other	2
<b>Total Respondents</b>	<b>17</b>

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# Single Impact Assessment

Cardiff Council



## 1. Details of the Proposal

<b>What is the proposal?</b>	
Title:	<b>SCHOOL ADMISSION ARRANGEMENTS AND COORDINATED SECONDARY SCHOOL ADMISSION ARRANGEMENTS 2024/2025</b>

<b>Is this a new proposal or are you amending an existing policy, strategy, project, procedure or service?</b>	
New	<input type="checkbox"/>
Existing	<input checked="" type="checkbox"/>

<b>Directorate/Service Area:</b>	
Education	

<b>Who is developing the proposal?</b>	
Name:	Richard Portas
Job Title:	Programme Director – SOP

<b>Responsible Lead Officer (Director or Assistant Director):</b>	
Melanie Godfrey Director of Education and Lifelong Learning	

<b>Cabinet Portfolio:</b>	
Education (Councillor Sarah Merry)	

The Single Impact Assessment (SIA) can be strengthened as time progresses, helping shape the proposal. Version control will provide a useful audit trail of how the SIA has developed. Draft versions of the assessment should be retained for completeness, however only the final version will be publicly available. Draft versions may be provided to regulators if appropriate.

Version	Author	Job Title	Date
1	Jo Phillips	Project Officer- School Organisation Planning	28/11/2022
2	Jo Phillips	Project Officer- School Organisation Planning	17/01/2023

## 2. Overview of the Proposal

### What action is the Council considering and why?

*Please provide an outline of the proposal.*

In accordance with Section 89 of the School Standards and Framework Act 1998 and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006, Admission Authorities are required to review their School Admission Arrangements annually.

The regulations and the School Admissions Code set out the procedure which admission authorities should follow when determining their admission arrangements, including that proper consultation must be carried out and that the arrangements should be determined by 15 April in the school year beginning two years before the school year which the arrangements will be for.

The Council has consulted on the draft School Admission Arrangements 2024-2025. The consultation period ran from 28 November 2022 until 16 January 2023.

The changes to the policy include:

- Clarification on Children with ALN who have an IDP (Individual Development Plan).
- Clarification on The Applicant.
- Clarification on the timeframe for applying in advance of taking up a school place for 'in year' applications.
- Information on admission arrangements for St Mellons CW Primary School and Ysgol Gynradd Groes-wen Primary School.

In conjunction with the consultation on the School Admission Arrangements 2025/24, a public consultation also took place on the proposed expansion of the coordinated arrangements for secondary schools to include Mary Immaculate High School in the process from September 2024.

Details of the consultation are available to view on the Council website via the following link: [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements)

**What are the costs and/or savings?**

*What will the proposal cost and how will it be funded?*

*How might costs be reduced through involvement and collaboration, across Cardiff Council and/or with external stakeholders?*

*Are there savings and how will these be realised?*

There are no requirements for additional funding, or direct cost implications, arising from this report.

The funding provided to individual schools, including external grant funding, is largely predicated on the basis of pupil numbers. Therefore, any proposal that results in changes to the number of pupils admitted to an individual school will result in an increase or decrease in the budget for that school.

### 3. Impact Assessments

**Which impact assessments do you need to complete to support your proposal?**

The [Impact Assessment Screening Tool](#) provides advice tailored to your proposed policy, strategy or project regarding which impact assessments may be required and who to contact to find out more.

The screening tool is an online form with mainly multiple-choice questions which should take less than 10 minutes to complete.

Once the answers have been submitted, an automated email will be sent to you with the recommended next steps and details of who to contact for expert advice.

**Put Yes or No next to each of the impact assessments listed below to indicate which ones are being carried out.**

<b>Impact Assessment</b>	<b>Page</b>	<b>To be completed: Y/N</b>
A. Equality Impact Assessment	5	Y
B. Child Rights Impact Assessment	15	Y
C. Welsh Language Impact Assessment	19	Y
D. Habitats Regulations Assessment	25	N
E. Strategic Environmental Assessment	26	N
F. Data Protection Impact Assessment	27	N
G. Health Impact Assessment	28	N

For further information on all the above impact assessments including who to contact for advice, please visit the [Policy Portal](#).

# A: Equality Impact Assessment

Guidance in completing this assessment can be accessed [here](#). Please consult the Equality Team for any further assistance with completing this assessment [EqualityTeam@cardiff.gov.uk](mailto:EqualityTeam@cardiff.gov.uk)

## Impact on the Protected Characteristics

### Age

Will this proposal 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 nature of the policy is such that it will inherently apply to the 3 - 16 years age group as it targets school and nursery aged children and young adults.

Whilst implementation of this policy would therefore have a differential impact, it would not be regarded as prejudicial to older age groups as they are not part of this educational place provision process.

The Equality Act states that the discrimination provisions on age do not extend to anything an LA does in relation to school admissions, so approaches in which admissions and transition between schools are determined by a child's age will not be open to challenge.

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

N/A

### Disability

Will this proposal 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.**

The Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of **disability**; gender reassignment; pregnancy and maternity; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

Differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants where the legislation and protection prescribe the inclusion of specific criteria in relation to Additional Learning Needs which support pupils with disabilities that are also learning difficulties.

Similarly differential impact could occur as the implementation of the School Admissions Policy would allow for priority to be given to applicants for whom compelling medical and/or compelling social grounds could be evidenced indicating particular needs. This would be a positive impact if the degree of need was such that preferential placement were to apply.

The LA are required under the Public Sector Requirements to make reasonable adjustments to try and ensure that disabled pupils can play as full a part as possible in school life.

The Council's admission arrangements already give preferential admission to pupils who have a statement of Special Educational Needs (SEN) or an IDP where a maintained school is named in the IDP. Priority within the oversubscription criteria for pupils with compelling medical grounds would remain unchanged by this proposal.

All schools have a statutory duty under the Equality Act 2010 to make provisions for pupils with both physical, mental and learning disabilities within their SEN provision. The Council devolves funding to schools to enable them to comply with this obligation 11 and provides additional county-wide provision in other areas.

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

Make reasonable adjustments to try and ensure that disabled pupils can play as full a part as possible in school life.



### Gender Reassignment

Will this proposal have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (Transgender people are people whose gender identity or gender expression is different from the gender they were assigned at birth.)			x

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

The Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government’s School Admissions Code E.3 which states:

“An admission authority **must not** discriminate on the grounds of disability; **gender reassignment**; pregnancy and maternity; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil.”

No differential impact would occur as the implementation of the Schools Admissions Policy would not affect this protected characteristic.

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

N/A

### Marriage and Civil Partnership

Will this proposal 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.**

No differential impact would occur as the implementation of the Admissions Policy and the co-ordinated admissions arrangements proposal would not affect this protected characteristic.

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

N/A

### Pregnancy and Maternity

Will this proposal 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 Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; **pregnancy and maternity**; race; religion or belief; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

No differential impact would occur as the implementation of the Admissions Policy and the co-ordinated admissions arrangements proposal would not affect this protected characteristic.

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

N/A

### Race

Will this proposal 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 Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; **race**; religion or belief; sex; or sexual

orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil.”

No differential impact would occur as the implementation of the Admissions Policy and the co-ordinated admissions arrangements proposal would not affect this protected characteristic.

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

N/A

**Religion, Belief or Non-Belief**

Will this proposal 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 Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government’s School Admissions Code E.3 which states:

“An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; **religion or belief**; sex; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil.”

The Equality Act allows for exceptions in certain cases. Schools with a religious character may give priority in admissions to members of their own religion. The Admissions Code provides that this may only be done when a school is oversubscribed – schools subject to the Code are not permitted to refuse admission to pupils not of their faith if they have unfilled places.

Faith Schools are their own admissions authority and will not be impacted by implementation of the Local Authority’s Schools Admission Policy.

The Schools Admission Policy does not differentiate between applicants of differing belief systems who apply to attend Community funded Schools and hence no differential impact would occur.

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

The Council will remain sensitive to the needs of religious communities seeking faith place provision.

The communication strategy would be emphasised in Church in Wales and Roman Catholic Nursery Schools to ensure that applicants to Church in Wales and Roman Catholic Primary Schools are not disadvantaged.

**Sex**

Will this proposal 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 Admissions Policy and the co-ordinated admissions arrangements proposal have been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government’s School Admissions Code E.3 which states:

“An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; religion or belief; **sex**; or sexual orientation, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil.”

All schools to which the Schools Admission Policy applies are non-sex specific in relation to their admissions criteria.

All schools to which their Admissions Authority is proposing to co-ordinate secondary school admission arrangements are non-sex specific in relation to the admissions criteria.

No differential impact would occur as implementation of the Schools Admissions Policy or co-ordinated primary school admission arrangements would not affect this protected characteristic.

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

N/A

### Sexual Orientation

Will this proposal 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.**

This proposal has been developed in accordance with the requirements of the Equality Act 2010 throughout and in compliance with the Welsh Government's School Admissions Code E.3 which states:

"An admission authority **must not** discriminate on the grounds of disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; or **sexual orientation**, against a person in the arrangements and decisions it makes as to who is offered admission as a pupil."

No differential impact would occur as the implementation of the Schools Admission Policy or co-ordinated primary school admission arrangements would not affect this protected characteristic.

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

N/A

### Socio-economic 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
Socio-economic impact	x		

**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 Socioeconomic Duty.

Where a child has received a multiple school offer, consequently this means another child has not been allocated the school place. Expanding the co-ordinated secondary school admission arrangements process would provide more parents with a single school place offer for their child, which would be a fairer, more equitable system of allocating secondary school places in Cardiff.

This would allow parental provision such as transport, wrap around care etc to be identified earlier than through a non-coordinated admissions system for some families. It is likely that families suffering financial deprivation would have less options available to them in making suitable arrangements and having more time to do so may be beneficial.

The admissions policy is predicated on endeavouring to make provision for pupils in their local community when possible, and hence preference is given to catchment applications over non-catchment applications. Schools which are more popular attract inward migration to their catchment areas which can affect housing costs. This can result in families who would choose a particular school, not being able to afford to move into the area and hence one can view this as a differential impact on choice between different socioeconomic groups. The Council feels that all school places inherently constitute a suitable offer and seeks to support all schools in providing an effective nurturing and learning environment.

The School Admissions Code states that Authorities must ensure oversubscription criteria are reasonable, clear, objective, procedurally fair, and comply with current legislation. Furthermore, The Code also states catchment-based oversubscription criteria are a lawful means of place allocation differentiation, and that distance between home and school is a clear and objective oversubscription criterion and is useful as a tiebreaker.

The Council regards catchment and distance oversubscription criteria a legitimate and the fairest practicable means of achieving the desired outcome of equitable place allocation in community schools.

The Council does not expect the proposal to have any negative impact on the quality of standards of education for primary age pupils in Cardiff.

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 proposed changes 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

## Welsh Language

Will this proposal have a **differential impact** [positive/negative] on the Welsh language?

	Yes	No	N/A
Welsh language		x	

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

The Council will continue to implement its Welsh in Education Strategic Plan and will ensure that there are schools to meet the demand for Welsh medium education.

As all of the Voluntary Aided Schools within Cardiff operate through the medium of English, the impact of the expanded coordinated secondary school admission arrangements is unlikely to have a substantial impact upon the Welsh-medium sector.

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

N/A

## Consultation and Engagement

What arrangements have been made to consult/engage with the various equalities groups?

The consultation re: School Admission Policy includes engagement with the following stakeholders:

- All Community; Foundation; Voluntary Controlled and Voluntary Aided School Governing Bodies in Cardiff.
- Cardiff's Diocesan Directors of Education.
- Neighbouring Local Authorities.
- Cardiff Admissions Forum.
- Local Assembly Members.
- Local Members of Parliament.
- Any other interested parties who wish to respond

Consultation on the 2024/25 Cardiff Council's School Admission Policy ran from 28/11/22 to 16/01/2023.

Details of the Schools Admission Policy will be made available on the Council's website:

[www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements)

The Co-ordinated Admission Arrangements consultation process involved:

- Publication of a Consultation Document on the Council website (a copy of the consultation document can be seen at Appendix 2).

- A communication campaign via social media.
- A consultation response slip for return by post or e-mail, attached to the consultation document.
- An online response form at [www.cardiff.gov.uk/admissionarrangements](http://www.cardiff.gov.uk/admissionarrangements).

No drop-in sessions, where officers were available to answer questions, were requested.

Details of the responses received can be seen in Appendices 3 and 4.

### Summary of Actions (Listed in the sections above)

	Actions
Age	None
Disability	Make reasonable adjustments.
Gender Reassignment	None
Marriage & Civil Partnership	None
Pregnancy & Maternity	None
Race	None
Religion/Belief	A clear communication strategy.
Sex	None
Sexual Orientation	None
Socio-economic Impact	None
Welsh Language	None
Generic/ Over-Arching (applicable to all the above groups)	None

### Next Steps

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.

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](mailto:EqualityTeam@cardiff.gov.uk)



## B: Child Rights Impact Assessment

Guidance for Local Government prepared from Unicef is available here:

[Child Rights Impact Assessment - Child Friendly Cities & Communities \(unicef.org.uk\)](https://www.unicef.org.uk/child-rights-impact-assessment-child-friendly-cities-communities)

For further information or assistance in completing the Child Rights Impact Assessment, please contact the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

### STAGE 1: PURPOSE/ SCOPE

**What is the policy/ strategy/ project/ procedure/ service? Summarise/ describe its overall aims and any aims specific to children.**

In accordance with Section 89 of the School Standards and Framework Act 1998 and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006, Admission Authorities are required to review their School Admission Arrangements annually.

The regulations and the School Admissions Code set out the procedure which admission authorities should follow when determining their admission arrangements, including that proper consultation must be carried out and that the arrangements should be determined by 15 April in the school year beginning two years before the school year which the arrangements will be for.

The Council consulted on the draft School Admission Arrangements 2024-2025. The consultation period ran from 28 November 2022 until 16 January 2023.

The changes to the policy include:

- Clarification on Children with ALN who have an IDP (Individual Development Plan).
- Clarification on The Applicant.
- Clarification on the timeframe for applying in advance of taking up a school place for 'in year' applications.
- Information on admission arrangements for St Mellons CW Primary School and Ysgol Gynradd Groes-wen Primary School.

In conjunction with the consultation on the School Admission Arrangements 2025/24, a public consultation is taking place on the proposed expansion the coordinated arrangements for secondary schools to include Mary Immaculate High School in the process from September 2024.

Details of the consultation are available to view on the Council website via the following link: [www.cardiff.gov.uk/admissionarrangements](https://www.cardiff.gov.uk/admissionarrangements)

**Will the policy/ strategy/ project/ procedure/ service affect children and young people? Please think about which groups of children and young people it will affect.**

The policy will apply to the 3 - 16 years age group as it targets school and nursery aged children and young adults.

## STAGE 2: BUILD AND ASSESS

**Which UNCRC (United Nations Convention on the Rights of the Child) articles are relevant to the policy/ strategy/ project/ procedure/ service? Read the articles [here](#) and add any relevant ones to the table below.**

*The articles which form the four General Principles of the UNCRC are pre-populated in the table.*

*For further information or assistance on UNCRC Articles, please email the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)*

**Article 2 (non-discrimination):** The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.

**Article 3 (best interests of the child):** The best interests of the child must be a top priority in all decisions and actions that affect children.

**Article 6 (life, survival and development):** Every child has the right to life. Governments must do all they can to ensure that children survive and develop to their full potential.

**Article 12 (respect for the views of the child):** Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously.

**Article 23 (children with a disability):** A child with a disability has the right to live a full and decent life with dignity and, as far as possible, independence and to play an active part in the community.

**Article 28 (right to education):** Every child has the right to an education. Primary education must be free and different forms of secondary education must be available to every child. Discipline in schools must respect children's dignity and their rights.

**Article 29 (goals of education):** Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment

**What is the likely/ actual impact of the proposal on children's rights? Is it positive, negative or neutral?**

*(If a negative impact is assessed for any area of rights or any group of children and young people, you must list and recommend options to modify the proposal or mitigate the impact.)*

The impact on children's rights is expected to be positive.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

Where a child has received a multiple school offer, consequently this means another child has not been allocated the school place. Expanding the co-ordinated secondary school admission arrangements process would provide more parents with a single school place offer for their child, which would be a fairer, more equitable system of allocating secondary school places in Cardiff.

### STAGE 3: VOICE AND EVIDENCE

**Have you sourced and included the views and experiences of children and young people? What do you know about children and young people's views and experiences that are relevant to the proposal?**

The views of children and young people have not been sought as, due to the nature of this policy, consultation would provide a limited response.

The School Admissions Code states that where a significant change is proposed, parents of children likely to be affected must be consulted. The changes to the 2024/25 policy are not significant changes. However, if the changes had been significant, the views and experiences of children and young people would have been sought.

**How do you plan to review the policy/ strategy/ project/ procedure/ service to ensure that it respects, protects and fulfils children's rights?**

*Please provide an outline of the monitoring and review process for the implementation and/or delivery of the proposal and how children and young people will be included in this process.*

Consultation on the 2024/25 Cardiff Council's School Admission Policy is proposed from 28/11/22 to 16/01/2023. Details of the Schools Admission Policy will be made available on the Council's website. The Council welcomes all views.

The section in the admissions policy concerning children with ALN who have an IDP (Individual Development Plan) has been updated in line with the Additional Learning Needs and Education Tribunal (Wales) Act 2018. The ALNET has already been consulted on, including consultation with children and young people.

The admission arrangements for St Mellons CW Primary School and Ysgol Gynradd Groes-wen Primary School are set out as part of the admissions policy. Consultations were undertaken on the transfer and expansion of St Mellons CW Primary School and on the establishment of Ysgol Gynradd Groes-wen Primary School. Both consultations included consultation with children.

#### STAGE 4: BUDGET

**What is the budget for this proposal? Are any parts of it specifically allocated to children and young people?**

N/A

#### STAGE 5: IDENTIFIED ACTIONS

**What actions have been identified or changes made to the proposal as a result of this assessment?**

Any views received during the consultation period have been given full consideration as part of the decision-making process.

#### Next Steps

Where it is considered that a Child Rights Impact Assessment is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

## C: Welsh Language Impact Assessment

Please consult with Bilingual Cardiff for any assistance with completing this assessment  
[Bilingualcardiff@cardiff.gov.uk](mailto:Bilingualcardiff@cardiff.gov.uk)

### Welsh Language Standards 88-97

#### Standard 88

Will this proposal have a **differential impact [positive/negative]** on:

	Yes	No	N/A
The opportunities for persons to use the Welsh language?		x	
Treating the Welsh language no less favourably than the English language?		x	

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

The Council will continue to implement its Welsh in Education Strategic Plan and will ensure that there are sufficient school places available to meet the demand for Welsh medium education.

As all of the Voluntary Aided Schools in Cardiff operate through the medium of English, the impact of the expanded coordinated secondary school admission arrangements is unlikely to have a substantial impact upon the Welsh-medium sector.

#### Standard 89

Could this proposal be formulated or re-formulated, so that it would have positive effects, or increased positive effects, on:

**The opportunities for persons to use the Welsh language?**

The School Admissions code states that local authorities should provide parents or carers with easy access to helpful admissions information. The council produces a school admissions booklet each year that has a section on Welsh-medium education to encourage parents to consider choosing a Welsh-medium school and also signposts learning resources for parents.

**Treating the Welsh language no less favourably than the English language?**

The Admissions Policy does not treat places in either Welsh-medium or English-medium schools more favourably. Information relating to Admissions is available in both English and Welsh.

## Standard 90

Could this proposal be formulated or re-formulated to ensure that it does not have adverse effects, or a decreased adverse effect, on:

<b>The opportunities for persons to use the Welsh language?</b>
The School Admissions code states that local authorities should provide parents or carers with easy access to helpful admissions information. The council produces a school admissions booklet each year that has a section on Welsh-medium education to encourage parents to consider choosing a Welsh-medium school and also signposts learning resources for parents.

<b>Treating the Welsh language no less favourably than the English language?</b>
The Admissions Policy does not treat places in either Welsh-medium or English-medium schools more favourably. Information relating to Admissions is available in both English and Welsh.

## Standard 91

When consulting on the proposal, were views considered, and sought, on the effects (both positive and negative) that it would have on:

<b>The opportunities for persons to use the Welsh language?</b>
The views expressed during the public consultation have been given due consideration.

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

### Standard 92

Did the consultation seek and give consideration to views on how the proposal could have positive, or increased positive effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
The views expressed during the public consultation have been given due consideration.

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

### Standard 93

Did the consultation seek and give consideration to views on how the proposal could have no adverse effects, or decreased adverse effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
The views expressed during the public consultation have been given due consideration.

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

### Standard 94

If the proposal includes the awarding of grants, has consideration been given to the guidance presented in Cardiff Council's Policy on Awarding Grants in Compliance with the Welsh Language Standards with regard to:

<b>The opportunities for persons to use the Welsh language?</b>
N/A

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

**Standard 95**

If research was undertaken or commissioned to assist with the development of the proposal, did it give consideration to whether it would have a **differential impact [positive/negative]** on:

<b>The opportunities for persons to use the Welsh language?</b>
N/A

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

**Standard 96**

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have a positive effect, or increased positive effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
N/A

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A

**Standard 97**

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have no adverse effect, or decreased adverse effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
N/A

<b>Treating the Welsh language no less favourably than the English language?</b>
N/A



## Material and Services

In addition to the impact assessment to ensure that the proposal meets the requirements of the Welsh Language Standards, consideration must also be given to the supporting materials and services that may be required.

These include (please click on the hyperlinks to view detailed information about the requirements under the Welsh Language Standards):

- [Correspondence](#) - receiving and replying (emails, letters, online communication).
- [Telephone](#) – receiving and answering calls.
- [Meetings & Public Events](#) – public meetings or events, group meetings, consultation, individual meetings.
- [Public Messages – electronic – video](#)
- [Signs, Notices & Display Material](#)
- [Publicity & Advertising](#)
- [Producing Public Documents](#) - policies, strategies, annual reports, corporate plans, guidelines, notices, codes of practice, consultation papers, licences, certificates, rules, brochures, leaflets, pamphlets or cards, ticket/vouchers.
- [Producing Forms](#)
- [Reception Services](#)
- [Websites, Apps and Online Services](#)
- [Social Media](#)
- [Self Service Machines](#)
- [Education Training Courses](#)
- [Public Address Announcements](#)

<b>Are all supporting materials and services compliant with the requirements of the Welsh language standards?</b>
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All supporting material and services are compliant with the requirements of the Welsh Language Standards.
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## Cardiff Council's Welsh Language Skills Strategy

This strategy may be viewed here and additional guidance documents have been produced to support its implementation:

- [Assessing Welsh Language Skills and Identifying Welsh Essential Roles](#)
- [Recruitment, Selection, and Interview Procedures and the Welsh Language](#)

**Do you have access to sufficient Welsh speaking staff to support the delivery of the proposal in compliance with the requirements of the Welsh language standards?**

There are sufficient Welsh speaking staff to support the delivery of the proposal in compliance with the requirements of the Welsh language standards?

### **Next Steps**

Where it is considered that a Welsh Language Impact Assessment is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to Bilingual Cardiff [Bilingualcardiff@cardiff.gov.uk](mailto:Bilingualcardiff@cardiff.gov.uk)

## D: Habitats Regulations Assessment

	Yes	No
Will the proposal affect a European site designated for its nature conservation interest*, or steer development towards an area that includes a European site, or indirectly affect a European site?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

*\* Only two European sites designated for nature conservation interest lie within Cardiff's boundaries – the Severn Estuary and Cardiff Beech Woods, but be aware if your project affects an area close to a neighbouring authority.*

If the answer is 'Yes', then a screening exercise may need to be conducted to determine if a Habitats Regulations Assessment is required or not.

Contact the [Biodiversity Team](#) who will guide you through the process.

## E: Strategic Environmental Assessment

	Yes	No
Does the strategy, policy or activity set the framework for future development consent?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	Yes	No
Is the strategy, policy or activity likely to have significant environmental effects (positive or negative)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have answered 'Yes' to both of the above questions, then a full Strategic Environmental Assessment Screening is needed.

Contact the [Sustainable Development Unit](#) who will guide you through the process.

## F: Data Protection Impact Assessment

	Yes	No
Will the proposal involve processing information that could be used to identify individuals?	<input checked="" type="checkbox"/>	<input type="checkbox"/>

If the answer is 'Yes', then a Data Protection Impact Assessment may be required.

Click [here](#) to read the guidance and start the Data Protection Impact Assessment process if needed.

For further information, contact the [Data Protection Service](#).

## G: Health Impact Assessment

A Health Impact Assessment helps to develop policies and projects that consider the mental, physical and social health and well-being of a population during planning and development. Considering health inequalities and their impacts on local communities is an essential part of any Health Impact Assessment.

Health Impact Assessments will become a statutory requirement for public bodies in specific circumstances in the future. These circumstances have yet to be published by Welsh Government.

For further information and advice, please contact the Wales HIA Support Unit.

Website: [Home - Wales Health Impact Assessment Support Unit \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: [WHIASU.PublicHealthWales@wales.nhs.uk](mailto:WHIASU.PublicHealthWales@wales.nhs.uk)

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 23 MARCH 2023**

**SCHOOL ORGANISATION PLANNING: PRIMARY SCHOOL PLACES TO SERVE CATHAYS AND PARTS OF GABALFA, HEATH, LLANDAFF NORTH AND PLASNEWYDD**

**EDUCATION (COUNCILLOR SARAH MERRY)**

**AGENDA ITEM: 4**

**Reason for this Report**

1. To enable the Cabinet to consider a recommendation to hold public consultation on revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.
2. For Cabinet to note the revenue and potential capital implications arising from reorganisation of school provision in the area, and potential VAT implications that may arise from the land ownership arrangements relating to the potential transfer of St Monica's Church in Wales Primary School.

**Background**

**The Cardiff Context - 'Stronger, Fairer, Greener' and the importance of Education**

3. In June 2022, the Council published its 'Stronger, Fairer, Greener' document, setting out the key themes and commitments for the next five years with a strong focus on putting children and young people front and centre of their ambitions for the city. Central to this is the explicit belief that good education is the surest route out of poverty and, in turn that, the long-term prosperity of the city relies on firm support for our children and young people to reach their potential.
4. In order to build on the high standard of education delivered in Cardiff as recognised by the recent Estyn Inspection, the Council has reiterated its commitment to making every school in Cardiff a good school, where every child can receive a great education.
5. This includes continued commitment to high levels of investment in new and existing school buildings alongside continuing to drive up educational attainment and delivering on our commitment to put the views of children and young people at the heart of the Council's policy agenda. In doing so,

the Council is keen to place a particular focus on supporting Cardiff's most vulnerable children to the world of work and higher education.

6. Education is consistently ranked as the top priority for children and young people in Cardiff, a key social and cultural right which plays an essential role in overcoming poverty and disadvantage.
7. Included within the Stronger, Fairer, Greener document is the commitment to set a new vision and strategy for education through the refresh of the Cardiff 2030 strategy. This is intended to strengthen and sharpen the focus to place greater emphasis on ensuring no child or young person is left behind and all are able to access appropriate routes into education and learning opportunities that enable them to thrive and realise their individual dreams and ambitions.
8. There are also clear commitments to close the 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; to develop a Community Focussed Schools programme and to promote the benefits of bilingualism, expanding uptake in Welsh-medium education in line with Cymraeg 2050.
9. In Cardiff, ensuring funding for education is targeted towards learning experiences and opportunities alongside support for families is critical. Whilst investment in the infrastructure can be a key part of reducing spend on fixed assets, ensuring an appropriate and sustainable organisation of places distributed across the city is essential. The Council must support each school to continue to improve education for all their learners.
10. To achieve this, the Council must also ensure that there is an appropriate balance in the number and different types of school places serving each area, and that each school provision offered meets the diverse needs of the communities they serve. Whilst doing so, the Council must maximise the potential of its teaching and learning staff to ensure best use of their talent, thereby securing the greatest impact on learner opportunities and outcomes for all.

### **City-wide population context**

11. Intakes to Reception classes city-wide peaked at c4,370 pupils in 2015/16 and 2016/17, corresponding with peak birth rates recorded in 2010/11 and 2011/12. Comparing intakes to the number of places available of c4,700, Cardiff retained approximately 8% surplus places.
12. As a consequence of a sustained fall in the birth rate from 2017/18 onwards, and changes to migration patterns, city-wide intakes to primary education in September 2021 to September 2025 are projected to reduce significantly. These 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.



13. Intakes to Reception classes in 2021/22 fell to c3,860 pupils, a fall of c510 pupils since the peak, and are projected to fall further to c3,500 by 2025/2026, an overall fall of c18%. Comparing projected intakes to the number of places available of c4,700, Cardiff's surplus places would increase to c25% city-wide. This represents the equivalent of 18 surplus two-form entry primary schools. Parental preference patterns mean that the impact on some schools will be negligible, whilst for other schools the impact on pupil numbers will be far greater than the city-wide average of an 18% fall.
14. As birth rates in Cardiff, and nationally, have followed a long-term cycle of approximately 25 years it is therefore anticipated that intakes would not return to high levels until later than 2030. Nationally, the previous lowest birth rates were recorded in 1977, followed by a significant uplift and then fall to a low in 2001. This was then followed by a period of uplift to 2011/12 which then falls from this date. Whilst a small uplift has been recorded in ONS data for the 2021 calendar year, no uplift has been recorded in NHS GP registration data in the most recent dataset for the 2020/21 academic year period.
15. The School Organisation Code provides guidance that, where there are more than 10% surplus places in an area overall, local authorities should review their provision and should consider whether to make proposals for their removal if this will improve the effectiveness and efficiency of provision.
16. The number of places available in existing communities in Cardiff is sufficient to accommodate all pupils and a reasonable proportion of surplus must be retained above the 10% guidance level to respond to the high variance in intakes over the long term.
17. As schools' budgets are predicated on pupil numbers, reducing intakes and increased surplus places city-wide will have a significant impact on some schools. Proposals to better balance capacities of schools with the forecast take up of places would provide a more effective use of the schools' financial resources, allowing schools to allocate a greater proportion of their budget to teaching and learning.

### **Improving the balance of English-medium and Welsh-medium school places**

18. The Council is committed to ensuring that every child in Cardiff receives a great education through their chosen language medium.
19. The Council consulted in 2021 on a proposal to provide an appropriate balance of Welsh-medium and English-medium primary school places to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd and sought views on long term changes to school provision.
20. There is sufficient capacity within existing schools serving these areas to support the reorganisation of existing provision. Any reorganisation of provision must present an appropriate means of balancing the availability and take up of both English-medium and Welsh-medium provision in the

area and should also represent a more effective and efficient use of resources. Proposals must also retain flexibility in the Education estate to respond to any future population changes affecting the area.

21. The planning and development of effective school organisation proposals is key to providing better educational outcomes, and proposals should aim to increase school effectiveness and narrow inequalities in achievement between advantaged and disadvantaged areas, groups, and individuals.
22. When organising school provision, local authorities must consider:
  - How to support schools to continue to improve quality and standards in education for all of their learners.
  - The need for places of each type, and the impact on accessibility of schools.
  - The extent to which proposals support Cymraeg 2050 and their local Welsh in Education Plans.
  - The impact proposals will have on educational attainment among children from economically deprived backgrounds.
  - Any equality issues, including those identified through equality impact assessments, ensuring that each school provision offered meets the diverse needs of the communities they currently serve and are able to serve in the future.
  - The resourcing of education and other financial implications, supporting schools to be financially sustainable in an improved pattern of provision through amalgamation, formal federation or collaboration.
  - How to support schools to allocate a greater proportion of budget to teaching and learning, thereby retaining and increasing opportunities for learners.
23. When developing proposals specific to improving the distribution of English-medium and Welsh-medium primary school places in the areas of Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd the following points must also be considered:
  - How any proposed changes would provide an improved balance between the availability and take up of both English-medium and Welsh-medium primary school places, and the level of surplus places to respond to future population changes.
  - How any proposed changes would provide a more economically sustainable pattern of school provision over the long term.
  - How any proposed changes would contribute towards increasing the number and percentage of places available through the medium of Welsh in the local area, and city-wide.
  - How any proposed changes would support Cardiff in meeting its targeted increase from c18% of pupils, to between 25% and 29%, of pupils educated through the medium of Welsh.

### **Cardiff's Welsh in Education Strategic Plan (WESP)**

24. In 2017 the Welsh Government published its 'Cymraeg 2050: A million Welsh speakers' strategy for the promotion and facilitation of the use of the Welsh language. This sets out the long-term approach to achieving a target of a million Welsh speakers by 2025.

25. Consistent with this, the Welsh in Education Strategic Plans (Wales) Regulations 2019 require Local Authorities to set a ten-year target outlining the expected increase in Year 1 children who are taught through the medium of Welsh in the local authority area during the lifespan of the plan.
26. Each local authority must set its target in line with the range provided by the Welsh Government in order to contribute toward the overall national target.
27. The target set for Cardiff by the Welsh Government is to deliver growth so that between 25% and 29% of Year 1 learners are educated through the medium of Welsh by the end of the ten-year period.
28. In the 2020/2021, the intake to Reception Welsh-medium education was 749 pupils, which was 18% of the total intake. Therefore, to reach the lower range target there would need to be a percentage increase of approximately 7%. To reach the upper range target there would need to be a percentage increase of approximately 11%.
29. At present, 18% of Reception age primary school places available are also through the medium of Welsh, either in Welsh-medium or dual stream schools. As intakes to schools are projected to reduce, the Council would be able to accommodate a greater percentage of children in Welsh-medium schools.
30. Cardiff is committed to achieving a scale of growth in line with the 25 – 29% target as provided by the Welsh Government; however, the local target must balance ambition with an understanding of the prevailing trends, which includes falling birth rates and heightened uncertainty relating to school admission choices due to the pandemic.
31. At its meeting on 24 February 2022, the Cabinet considered a report which set out details of the responses received following consultation on the draft Welsh in Education Strategic Plan (WESP) 2022 – 2031.
32. Cardiff's Welsh in Education Strategic Plan (WESP) 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.
33. The Cabinet agreed:
  - Submission of the approved WESP 2022-2031 to the Welsh Government Ministers.
  - Publication of the WESP 2022-2031 on the Council's website following approval by Welsh Government Ministers.

- Delegated responsibility to the Director of Education and Lifelong Learning for the development and implementation of operational plans together with Welsh Education Forum (WEF) partners to deliver the success measures set out in the strategy.
34. The WESP was subsequently agreed by the Welsh Government and work is being progressed to develop/implement an action plan. Cardiff's WESP is attached as Appendix 1.
35. The approved WESP commits to ensuring city wide capacity in the primary Welsh-medium sector at 10% over and above the projected intake at Reception, to support growth and allow for in-year admissions and flexibility for transition. This includes the delivery of new Welsh-medium capacity at primary level by 2025 – 2026 through progressing proposals to increase Welsh-medium primary school provision serving Cathays, Gabalfa, Heath and Plasnewydd in the central area of the city.

## **Issues**

### **Previous consultation on proposed changes**

36. At its meeting on 17 December 2020 Cabinet authorised officers to consult on proposals to:
- Increase the capacity of Ysgol Mynydd Bychan from 0.9FE (192 places) to 1.5FE (up to 315 places) from September 2022.
  - Undertake a stakeholder engagement exercise to shape proposals that would be taken forward to provide an appropriate balance of Welsh-medium and English-medium primary school places to serve the area.
37. Cabinet noted that the consultation on the Admission Arrangements for the 2022/23 academic year would include a proposal to reduce the admission number of Allensbank Primary School from 45 to 30 places.
38. The increase in the capacity at Ysgol Mynydd Bychan would be provided at the Allensbank Primary School site, in existing accommodation, with Ysgol Mynydd Bychan operating over split sites.
39. The report noted that engagement with the schools, parents, and the wider community on a preferred long-term solution as part of the statutory consultation on the proposed expansion of Ysgol Mynydd Bychan would allow for the views of stakeholders to shape proposals that would provide an appropriate balance of Welsh-medium and English-medium primary school places to serve the area.
40. Public consultation was held from 29 January until 19 March 2021, with views sought from a wide range of stakeholders.
41. The outcome of the consultation showed that whilst there was support overall for the expansion of Welsh-medium education, the majority of respondents including the Headteachers and Governing Bodies of

Allensbank Primary School and Ysgol Mynydd Bychan did not support the expansion of Ysgol Mynydd Bychan as proposed.

42. The engagement exercise allowed the opportunity for stakeholders to express views on a preferred long-term solution that would provide an appropriate balance of Welsh-medium and English-medium school places to serve the area with any long-term solution seeking to:
- Reduce English-medium surplus places to serve the combined catchment areas of Allensbank, Albany and Gladstone.
  - Expand Welsh-medium provision serving the existing catchment area of Ysgol Mynydd Bychan to 2 Forms of Entry.
  - Provide greater certainty and stability of leadership, management, teaching and support staff, to support continued focus on teaching standards and improved outcomes for pupils.
  - Enable investment in school buildings to improve the learning environment.
43. A range of points were raised by stakeholders regarding long term changes to primary school provision including:
- Wanting to ensure that demand for English-medium and Welsh-medium places is met.
  - The need for both Allensbank Primary School and Ysgol Mynydd Bychan to have their own sites.
  - Insufficient information provided in the consultation document regarding the long-term expansion of Welsh-medium provision.
  - The location/proximity of sites suggested.
  - Being content with the current situation and saw no reason to change things.
  - Being against the splitting of sites.
44. A number of alternative suggestions for the provision of primary school places were also put forward. These included:
- Establishing a new build 2FE school for Ysgol Mynydd Bychan on an unidentified site.
  - Utilising the current Cathays High School site for a new build Ysgol Mynydd Bychan.
  - Swapping the Ysgol Mynydd Bychan and Allensbank Primary School sites.
  - Doing nothing - make use of the surplus places available in existing nearby schools, Ysgol Glan Ceubal in particular.
  - Exploring alternative land options.
  - Adjusting existing catchment areas.
  - Enhancing and expanding the existing Ysgol Mynydd Bychan site.
  - Consideration being given to transferring St Monica's Church in Wales Primary School to the Ysgol Mynydd Bychan site.
  - Welsh-medium and English-medium community school provision should be consolidated at 2 forms of entry each, on either the Allensbank or shared Gladstone/ St Monica's site.

45. The children and young people that responded to the consultation echoed many of the concerns raised by other stakeholders.
46. At its meeting on 17 June 2021, Cabinet received a report setting out the outcome of the consultation (Appendix 2). Following consideration of the points raised, the Cabinet resolved to not progress the proposed expansion of Ysgol Mynydd Bychan from 2022.
47. However, Cabinet authorised officers to bring a further report to Cabinet for consideration, setting out details of revised proposals for permanent changes to primary school places serving Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.
48. Cabinet also noted that the agreed School Admission Arrangements 2022/2023 as set out in the Admissions Policy 2022/2023 includes an Admission Number of 30 for Allensbank Primary School.

### **Sufficiency of primary school places**

49. When considering likely demand for places across the area, a number of factors have been used to inform projections and forecasts, including:
  - Recent and historic numbers on roll taken from verified PLASC (Pupil Level Annual School Census) for Cardiff schools, including the most recent update in February 2022.
  - Recent and historic populations known to be living in each area utilising NHS data, including the most recent update in August 2022.
  - Recent and historic numbers and percentages of children attending English-medium, Welsh-medium, community and faith places in each area of Cardiff.
  - Recent and historic numbers and percentages of children transferring from primary schools in Cardiff to secondary schools elsewhere.
50. Forecasts and target-based trajectories have been prepared based on:
  - Current residential populations.
  - Likely child populations from the future residential developments currently in construction and proposed.
  - Likely demand if parental take-up patterns were to remain consistent with the most recent years applying these trends to the relevant populations in future years.
  - Likely demand for places at entry to primary education if expansion of Welsh-medium provision was progressed consistent with Cardiff's approved Welsh in Education Strategic Plan.
51. Additional information, regarding projections and forecasts prepared relevant to the area, and the methodologies used to model provision are set out in Appendix 3.

## **Primary schools serving the area**

52. The Cathays, Gabalfa, Heath, Llandaff North and Plasnewydd areas are served by a number of Welsh-medium and English-medium primary schools.
53. Ysgol Mynydd Bychan serves a catchment area that includes the community of Cathays and parts of the communities of Gabalfa, Heath and Plasnewydd.
54. The catchment areas of Ysgol Y Wern, Ysgol Glan Ceubal and Ysgol Melin Gruffydd lie adjacent to the catchment area of Ysgol Mynydd Bychan.
55. The current catchment areas of Allensbank Primary School, Albany Primary School and Gladstone Primary School, which together form the secondary school catchment of Cathays High School, serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.
56. St Monica's Church in Wales (Church in Wales) Primary School in Cathays, St Joseph's Roman Catholic (RC) Primary School in Gabalfa and St Peter's Roman Catholic (RC) Primary School in Plasnewydd also serve these communities.
57. Secondary Welsh-medium provision to serve the area is provided at Ysgol Gyfun Gymraeg Glantaf with secondary English-medium community provision provided at Cathays High School. The area is also served by Corpus Christi Catholic High School and St Teilo's Church in Wales High School.
58. A map indicating the location of, and catchment areas of, the Welsh-medium schools can be seen at Appendix 4.
59. A map indicating the location of, and catchment areas of, the English-medium primary schools can be seen at Appendix 5.
60. Cardiff's wider education community includes a number of independent schools. Cardiff Muslim Primary School and Kings Monkton are located in Cathays and Plasnewydd communities respectively. The proposals outlined in this report relate to community primary school provision and the impact on independent schools is not known.

## **Establishing local demand for and take up of school places**

61. In order to calculate the likely demand for school places, historic trends specific to well established school catchment areas have been used.
62. The geographical units that are most suitable to analyse the demand for Welsh-medium primary school places are the discrete catchment areas of Ysgol Mynydd Bychan, Ysgol Y Wern, Ysgol Glan Ceubal and Ysgol Gymraeg Melin Gruffydd (map attached as Appendix 4), each of which falls within the secondary school catchment area of Ysgol Gyfun Gymraeg Glantaf.

63. The geographical units that are most suitable to analyse the demand for English-medium primary school places are the discrete catchment areas of Allensbank Primary School, Albany Primary School, and Gladstone Primary School (map attached as Appendix 5), which together form the existing catchment of Cathays High School.
64. The following paragraphs give details of these catchment areas, the data used, and the methodology applied. Projected demand takes account of the recent proportionate demand for places and pre-school population data supplied by the NHS. Forecast demand considers these data sets, and factors in other contextual information.

### **Sufficiency of Welsh-medium primary school places**

65. Whilst intakes to Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd and Ysgol Y Wern have fluctuated in recent years, Ysgol Mynydd Bychan has been fully subscribed in each of the past five years. In four of these intakes, a number of children resident within the catchment area of the school were refused admission to the school.
66. Projected future demand for places in each catchment area, which take account of the most recent school census data (PLASC) published in 2022, and the most recent NHS GP registration data supplied in August 2022, indicates that the number of children within the Ysgol Mynydd Bychan catchment area who would take up a place at a Welsh-medium primary school is projected to exceed the number of places available at entry to the school.
67. Taking account of the projected lower intakes to primary schools until at least 2025/2026, there is sufficient provision across the wider area to accommodate growth in Welsh-medium in the short term.
68. However, the projected level of surplus places city-wide and in the combined catchment areas of Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd, Ysgol Mynydd Bychan and Ysgol Y Wern would not be sufficient to significantly increase Welsh-medium take up in the longer term, in order to meet Cardiff's targeted growth.
69. Whilst changes to catchment areas could improve the balance of places, these changes alone may not support long term growth and would not represent a sufficient contribution towards meeting the growth target set in Cardiff's WESP.
70. Furthermore, school admissions data for the September 2023 intake to primary education confirms that 207 first preferences have been submitted for the combined total of 210 places available at Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd, Ysgol Mynydd Bychan and Ysgol Y Wern. This data indicates that at least two of the schools will be fully subscribed on offer day (16 April 2023). The combined level of surplus places between these schools, based on first preferences only, would be 1.4%.



71. Additional information, regarding projections, forecasts and the methodologies used to model provision are set out in Appendix 3.

### **Sufficiency of English-medium primary school places**

72. Intakes to Albany Primary School, Allensbank Primary School and Gladstone Primary School have fluctuated in recent years. Each of these English-medium schools has a high 'pupil mobility', that is to say that the number of children on roll in each year changes frequently, from month to month.
73. The number of children enrolled at Albany Primary School, Allensbank Primary School, or Gladstone Primary School, who reside in the catchment areas of these schools, is low when compared to the capacities of these schools as parents take up places at neighbouring schools and those further afield.
74. There are a number of factors which affect parental preference. However, a high proportion of parents who reside within the catchment areas of schools but in closer proximity to other schools take up places at the alternative, closer school. Whilst this is the case at Albany, Allensbank and Gladstone Primary Schools, Albany has a low level of surplus places as parents in the wider area state a preference for the school and gain admission.
75. The number of children allocated a place in Reception class at Albany Primary School, Allensbank Primary School, or Gladstone Primary School on offer day for the September 2022 intake totalled 85 compared to the combined capacity of 120 places. The number enrolled in October 2022 had increased to 94 pupils, meaning that the level of surplus in the year group remained above 20%.
76. In the wider area, including the neighbouring primary school catchment areas of Birchgrove Primary School and Ton-yr-Ywen Primary School to the north and Roath Park Primary School to the south, the level of surplus at entry to reception is projected to increase from c13% to c20%, and at a city-wide level projected to increase to c25%.
77. School admissions data for the September 2023 intake to primary education confirms that 69 first preferences have been submitted for the combined total of 120 places available at Albany Primary School, Allensbank Primary School, and Gladstone Primary School. A further 61 first preferences have been submitted for the combined total of 110 places available at St Monica's Church in Wales Primary School, St Joseph's RC Primary School, and St Peter's RC Primary School.
78. The combined level of surplus places between these schools, based on first preferences only, exceeds 40%. Few English-medium schools in neighbouring catchment areas are expected to be fully subscribed for the September 2023 intake.

79. It is anticipated that the number of pupils who will enrol at the above English-medium schools will increase by September 2023 owing to parents' resident in the local area submitting late applications, and that high pupil mobility in the area will mean that the number of pupils in the cohort will fluctuate significantly. However, the combined level of surplus places between these schools is likely to exceed 25%.
80. Changes to English-medium primary school catchment areas could improve the balance of places, by reducing the catchment areas of highly subscribed schools and expanding the catchment areas of schools with high levels of surplus. However, if such changes to catchment areas were undertaken without reorganisation of provision, these changes would not reduce the high level of surplus projected over the wider area. This re-balancing exercise would have little or no impact on how parents take up places and would not provide any greater support to schools with falling pupil rolls.

### **Proposed changes to English-medium and Welsh-medium school places**

81. The existing number of English-medium primary school places at Albany, Allensbank and Gladstone Primary Schools is sufficient to accommodate the projected demand for places at schools and retains a high margin of surplus to respond to any potential fluctuation or sustained increase in demand, and the high levels of pupil mobility in the area.
82. An expansion of Ysgol Mynydd Bychan and consolidation of English-medium community school provision at an equivalent level, or a marginal reduction to the existing arrangements, is proposed in line with the principles set out at paragraphs 22 and 23.
83. The Council has investigated alternative site options that may be available and centrally located within the existing Ysgol Mynydd Bychan catchment area.
84. There is insufficient space on the existing Ysgol Mynydd Bychan site to allow for expansion and there is no suitable vacant site available in the area local to the school that could accommodate an enlarged Ysgol Mynydd Bychan.
85. There is also sufficient capacity within existing schools serving the area to enable the reorganisation of existing provision. Reorganisation of provision would present an appropriate means of balancing the availability and take up of both English-medium and Welsh-medium provision in the area and would represent a more effective and efficient use of resources. This would also retain flexibility in the schools estate to respond to any future population changes affecting the area.
86. Any proposals to increase the take up of places in Welsh-medium provision, whilst intakes to schools are reducing, would mean that the take up of places in English-medium schools would further reduce.

## Diversity of school communities

87. Analysis of school census data (PLASC) confirms that, at present, there are significant differences in the demographic data between some of the schools in the area.
88. Demographic data, including eligibility of pupils for Free School Meals, Ethnicity, home language, acquired level of competency in English or Welsh, and pupil mobility (how many children transfer into and out of a school) differs greatly between Ysgol Mynydd Bychan and each of the English-medium schools.
89. The home addresses of pupils enrolled at Ysgol Mynydd Bychan are clustered around the school sites of Ysgol Mynydd Bychan and Allensbank Primary School. At Ysgol Mynydd Bychan 11% of pupils are from a non White-British background.
90. Whilst the majority of Allensbank Primary School pupils live within the same area, with home addresses also clustered around the school sites of Ysgol Mynydd Bychan and Allensbank Primary School, demographic data for those pupils and for the school overall is very different to that of Ysgol Mynydd Bychan. Of those pupils who live within the catchment area of Allensbank and are enrolled at the school, 78% are from a non White-British background.
91. Pupil mobility data for Ysgol Mynydd Bychan is very low (1.3% per year on average in the past three years), which in part reflects the oversubscription of the school at entry to Reception class. Each of the English-medium schools exceeds 10% pupil mobility each year and Allensbank Primary School reported “Pupil mobility levels of up to 40% across a single academic year” during the previous consultation.
92. At present, families who move into the area after the closing date for entry to Reception class are, usually, unable to gain admission to Ysgol Mynydd Bychan and an alternative Welsh-medium school may be a significant distance from the home address of those families. Proposals must consider the disparity in demographic data but must also consider the ability of those applicants who move to the area to equitably access school places in each language medium.
93. The Equality Act 2010 places a duty on public services to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. The Council must therefore ensure, when bringing forward proposals and following implementation of proposals, that each of the schools is supported to meet the diverse needs of the communities in which they are located and that each is able to advance equality of opportunities for all families in the area.
94. The Council's adopted WESP 2022-2031 sets specific targets and identifies priority workstreams for the Council and partners such as schools, including a research pilot initiative with Bilingual Cardiff, parental surveys, and focus groups, to better understand the reasons for the low

take-up of Welsh-medium places within specific under-represented groups and communities (including Black, Asian and Minority Ethnic), alongside bespoke promotions. This work is underway.

95. Any proposed changes should seek to provide an appropriate balance whereby each school type is available to all groups and each school is supported to be accessible, and to be seen to be accessible, to all groups. The work underway to better understand parental preferences and take up of places in each community, alongside improving visibility of language medium and immersion opportunities available, will directly target decreasing the disparities between demographic data in English-medium and Welsh-medium schools.
96. A summary table for demographic data sets is attached as Appendix 6.

### **School site information**

#### Current Ysgol Mynydd Bychan site

97. Ysgol Mynydd Bychan is located on a 0.2-hectare site on New Zealand Road, Cardiff CF14 3BR.
98. The published capacity of the school is 192 places (Reception - Year 6) arranged over one block, in eight classrooms. The school also operates a 64-place nursery provision.
99. The school currently admits up to 30 pupils per year group; however, seven of the school's eight classrooms are no more than 45m<sup>2</sup> in size and should ordinarily accommodate up to 24 pupils.
100. The site could accommodate a 0.9FE school, utilising each of the eight classrooms, with nursery. Alternatively, the site could accommodate a 0.8FE school plus a specialist class, with nursery.
101. There is not enough space on the site to allow for expansion of the school.
102. This site comprises of one building split into 2 blocks, both of differing ages, although the site has been awarded a Condition rating of B (Satisfactory with minor deterioration) and a Suitability rating of B (Satisfactory but does not support curriculum in some areas) some minor maintenance and cyclical works are required. There are currently no plans for Capital Asset works to be undertaken on this building, however the building does remain under review.

#### Current Allensbank Primary School site

103. Allensbank Primary School is located on a 0.5-hectare site on Llanishen Street, Cardiff CF14 3QE. The school is approximately 0.2 miles from Ysgol Mynydd Bychan.
104. The published capacity of Allensbank Primary School is 315, arranged over separate infant and junior buildings. The school also operates a 48-

place nursery provision and a Speech and Language early intervention class for up to 8 Foundation Phase pupils.

105. At its meeting on 17 June 2021, Cabinet noted that the agreed School Admission Arrangements 2022/2023 as set out in the Admissions Policy 2022/2023 included an Admission Number of 30 for Allensbank Primary School.
106. The site could accommodate a 2FE primary school (up to 420 pupils) plus nursery, or up to 360 pupils plus nursery and Specialist Resource Base/ Early Intervention Class provision. As the intervention class is a provision for children from across the city, this could be relocated if necessary.
107. The school occupies two Grade 2 listed buildings which have been assessed as Condition category C+ (Poor with major defects) and Suitability category B (Satisfactory). The school buildings are generally in a satisfactory condition although works to external walls, windows and roofs are underway through the Council's Capital Asset programme. Some internal areas are suffering with an infestation of dry rot, which is currently under investigation and treatment will be on-going until the dry rot is eradicated. The sanitary provision requires some refurbishment, and the site has some drainage issues to be resolved.

#### Current Gladstone Primary School/ St Monica's Church in Wales Primary School site

108. Gladstone Primary School is co-located with St Monica's Church in Wales Primary School on a 0.5-hectare site on Whitchurch Road, Cardiff CF14 3JL approximately 0.4 miles from Ysgol Mynydd Bychan.
109. Gladstone Primary School was formerly two separate infant and junior schools, with separate buildings. Each school was organised as two forms of entry (2FE), allowing up to 60 pupils in each year group. These schools were amalgamated to a single one form entry (1FE) primary school, allowing up to 30 pupils in each year group, and consolidated in the junior building. St Monica's Church in Wales Primary School transferred from a site on Merthyr Road to share the Gladstone site in 2004.
110. Gladstone Primary School currently occupies the junior building on the shared site.
111. The published capacity of the school, in Reception to Year 6, is 210 places (1FE). However, the capacity could increase to 270 places if resource rooms were used as class bases.
112. St Monica's Church in Wales Primary School currently occupies the infant building on the shared site. The published capacity of the school, in Reception to Year 6, is 146 places (0.6FE). The St Monica's site was transferred from the Council to the Llandaff Diocesan Board of Finance in September 2004.

113. Although the St Monica's Church in Wales Primary School buildings include the relevant facilities to allow a school to operate separately from the neighbouring Gladstone buildings, the buildings would not be sufficient to accommodate a one form entry school.
114. The combined Gladstone and St Monica's school buildings could accommodate a 2 Form Entry primary school (up to 420 pupils) with nursery. The Boathouse building, currently used for storage, could provide an additional resource base but would require investment to do so.
115. The schools occupy two Grade 2 listed buildings which have been assessed as Condition category C+ (Poor with major defects) and Suitability category B (Satisfactory). The school buildings are generally in a satisfactory condition, with the exception of the building formerly used for childcare (St Monica's) and the Boat House (Gladstone) which require large scale roofing works to remedy water ingress and damp to internal areas. Works to external walls, windows and roofs were planned through the Council's Capital Asset programme and are underway. Boundary walls are also showing signs of deterioration due to age and have recently been reviewed by a structural engineer to determine the urgency of works required, it is likely that these works will be included within the main contract for the building works.
116. The works currently underway are expected to be completed in the 2023/24 school year and will be phased appropriately to minimise disruption to teaching and learners.

### **Proposals to expand Welsh-medium and consolidate English-medium primary school provision**

117. The Council has identified three options which would improve the balance in the availability of school places serving the area. Two of the options would provide an opportunity for the English-medium primary schools to formally collaborate, such as through a federation, or informally collaborate.
118. The Council has investigated the ability of sites to support the reorganisation of provision. The Council has discounted reorganisation of provision on the Albany Primary School site. Albany Primary School is a greater distance from the home addresses of pupils currently enrolled at Ysgol Mynydd Bychan, has a relatively low level of surplus overall of c10%, and each of its classrooms is utilised as a class base.
119. The Council has also discounted locating Welsh-medium provision on the shared Gladstone Primary School and St. Monica's Church in Wales Primary School site and English-medium provision on the Allensbank site as this would have a greater impact on families currently accessing provision and potentially on future intakes.
120. Changes to the organisation, governance and leadership arrangements for the English-medium community schools could be implemented which, if progressed, would allow each school to realise a wide range of benefits,

and to potentially operate a more stable and efficient staffing structure and release funds within its budget for teaching and learning resources. A number of schools across Cardiff have already federated to form a single governing body, or operate a formal collaboration across separate sites, or share sites, buildings and some staffing and services.

121. The reconfiguration of English-medium provision and expansion of Welsh-medium provision would support the continued development of high-quality education for all pupils through:

- Greater opportunities within larger/federated schools for staff to share workload and expertise.
- Greater opportunities to professionally develop staff e.g., NQTs who can observe their parallel teacher.
- Opportunities for staff to teach to their strengths ensuring learners have the best education experience possible.
- A greater number of teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency.
- Greater opportunities to offer a broader range of extra-curricular/enrichment activities.
- Support raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion.
- Allow for the sharing of good practice, preparation materials and resources.
- Enhanced opportunities for pupil activities leading to improvements to the quality of learning for staff and pupils.
- Increased School Council and pupil development opportunities (academically and socially).
- Allowing for cross phase arrangements.
- Allowing for streamlining of policies and structures.
- Supporting school improvement by enabling schools to draw on the resources of other schools to tackle problems, share expertise, raise expectations and address the needs of particular groups of pupils.
- Providing opportunities to exploit economies of scale and sharing services across the schools.
- Possible easier recruitment of governors with fewer governor vacancies.

122. The options to expand Welsh-medium primary school provision and consolidate English-medium primary school provision are as follows:

#### Option 1

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site.
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE) and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96.
- Amalgamate Allensbank and Gladstone Primary Schools:
  - Formally Close Allensbank Primary School.
  - Formally Close Gladstone Primary School.

- Establish a new 420 place (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's Church in Wales Primary School site.
- Transfer St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school.

The proposed changes would take effect from September 2025.

### Option 2

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site.
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE) and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96.
- Co-locate Allensbank and Gladstone Primary Schools on a shared site:
  - Transfer Allensbank Primary School to the current shared Gladstone Primary School / St Monica's Church in Wales Primary School site.
  - Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 210 places (1FE).
  - Reduce the age range of Allensbank Primary School from 3-11 to 4-11 by discontinuing nursery provision at the school.
  - Increase the number of nursery places at Gladstone Primary School from 64 to 96.
- Transfer St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school.

The proposed changes would take effect from September 2025.

### Option 3

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site.
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE).
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96.
- Transfer Allensbank Primary School to the current Ysgol Mynydd Bychan site.
- Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 192 places (0.9FE).

The proposed changes would take effect from September 2025.

123. Options 2 and 3 would allow for consideration to be given to collaboration or formal federation between Allensbank Primary School and Gladstone Primary School. There are clear benefits to collaboration or federation for schools that are based either on the same site or in the same community as it enables them to work together on shared priorities, pool expertise,



make better use of resources and explore ways of doing things more effectively.

124. The impact of each these options is set out in greater detail in attached appendices 7, 8 and 9.

### **Quality and standards**

125. Each of the schools are subject to ongoing monitoring and support through the Central South Consortium and periodic inspection by Estyn.

#### Ysgol Mynydd Bychan

126. The following information has been provided by the Central South Consortium regarding quality and standards at Ysgol Mynydd Bychan.

- The school uses a wide range of self-evaluation processes enabling accurate identification of strengths and areas for development which feed into their School Development Plan.
- Regular self-evaluation and monitoring activities throughout the year enable the school to evaluate progress against agreed priorities in the School Development Plan.
- The school has engaged with education reform and are working on further developing their implemented curriculum in line with guidance and in collaboration with the cluster and other partners.
- The school has responded to the requirements of the ALN reform and fulfils its statutory duties in this respect.
- Grant funding is utilised to provide intervention and support to identified pupils, minimising the impact of Covid on education, standards, and wellbeing.
- The school knows its community well and engagement with wider stakeholders, especially parents, is an intrinsic part of the school's vision. e.g., their regular 'Day to make a difference' initiative where the community work together on a weekend to improve the school and its environment.
- The school is deeply rooted in its community with pupil wellbeing integral and a culture of high expectations and achievement for all pupils' part of its core values.
- The Headteacher and senior leaders provide a culture of distributed leadership, working in partnership with the Governing Body to meet the needs of all pupils, in a safe and nurturing environment.

127. The most recent Estyn inspection in November 2015 judged the school's performance as good (many strengths and no important areas requiring significant improvement) with prospects for improvement also judged as good.

#### Allensbank Primary School

128. The following information has been provided by the Central South Consortium regarding quality and standards at Allensbank Primary School:

- The school gathers and analyses a range of first-hand evidence upon which the school's strategic plan for improvement is based.
- The school knows its strengths and areas for developments, and these are reflected in the school improvement plan. The priorities are identified through a calendar of monitoring activities.
- The school's wider senior leadership team are making the Curriculum for Wales a reality through their wider research and innovation.
- The school leaders and staff work collaboratively with pupils, parents, and governors to create and share a vision for their curriculum.
- The school has engaged in ALN reform and has responded to the statutory requirements.
- The school worked closely with pupils and their families during the pandemic and subsequently to support them in a number of ways, such as developing online teaching; providing wellbeing sessions.
- The school continues to develop parental involvement with effective use of technology which engages parents allowing them the opportunity to communicate in the language of the home.

129. The most recent Estyn inspection of the school in January 2020 judged the school's standards, wellbeing and attitudes to learning, teaching and learning experiences, care support and guidance and leadership and management as good.

#### Gladstone Primary School

130. The following information has been provided by the Central South Consortium regarding quality and standards at Gladstone Primary School:

- The school knows its strengths and areas for developments with the latter incorporated into the school improvement plan. This knowledge is informed by a range of monitoring activities over the course of the academic, many of which the improvement partner has been involved in.
- The school has engaged with curriculum design and is developing a curriculum to reflect the school's community. Two senior leaders have taken the lead with this work and ensured developments are based on informed decisions through visits to other schools; personal professional reading and action research.
- The school has engaged in ALN reform and has responded to the statutory requirements.
- The school worked closely with pupils and their families during the pandemic and subsequently to support them in a number of ways, such as developing online teaching; providing wellbeing sessions and acting as a source of information and advice.
- School leaders work hard to meet the needs of its varied and diverse community and have established a positive supportive ethos in the school. An investment in Thrive and ELSA has helped to provide emotional support for pupils and their families. The school has achieved its Silver Rights Respecting award.
- The headteacher works tirelessly to support all pupils and their families to ensure that no pupil is left behind either academically or pastorally.

131. The most recent Estyn inspection of Gladstone Primary School in November 2022 judged the school's standards, wellbeing and attitudes to learning, teaching and learning experiences, care support and guidance and leadership and management as good.

#### St Monica's Church in Wales Primary School

132. The following information has been provided by the Central South Consortium regarding quality and standards at St Monica's Church in Wales Primary School:

- The school knows its strengths and areas for developments with the latter incorporated into the school improvement plan. This knowledge is informed by a calendar of monitoring activities.
- The school has engaged with curriculum design and is developing a curriculum to reflect the school's community.
- The school has engaged in ALN reform and has responded to the statutory requirements.
- The school worked closely with pupils and their families during the pandemic and subsequently to support them in a number of ways, such as developing online teaching; providing wellbeing sessions and supplying food parcels.
- The school, as a Church school, has strong community links, including those with The Table church and works hard to meet the needs of its varied and diverse community. It has invested in Thrive to provide emotional support for pupils and their families.
- The headteacher works tirelessly to support all pupils and their families to ensure that no pupil is left behind either academically or pastorally.

133. The most recent Estyn inspection in April 2019 judged the St Monica's CW Primary School standards, wellbeing and attitudes to learning, teaching and learning experiences, care support and guidance and leadership and management as good.

#### **Additional Learning Needs**

134. There is a Speech and Language early intervention class hosted by Allensbank Primary School. The Council admits up to 8 Foundation Phase children to this city-wide provision who were not making sufficient progress, but who have good prospects for returning to their local mainstream school.
135. Placements last one to three years, depending on progress. Pupils are dual registered at their local school and supported to return at the end of the placement. Pupils continue to attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school.
136. Consideration would be given to the relocation of the early intervention class should the changes to Allensbank Primary School be taken forward.

The early intervention class would be relocated on an alternative school site with sufficient classrooms to accommodate the existing provision.

137. 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 been changing over the last five years, with schools reporting an increased incidence of additional learning needs, in all areas of need.
138. 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.
139. The Council has worked closely with its partners on the Cardiff Welsh Education Forum to develop the new ten-year WESP for the city which includes proposals for the development and delivery of an increased number of primary specialist places to be delivered in specialist resource bases in at least three primary schools that promote to the relevant secondary schools.
140. 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 ALN.
141. The proposed expansion of Ysgol Mynydd Bychan to two forms of entry, and transfer to the Allensbank Primary School site would retain sufficient flexibility in the buildings to allow for the establishment of specialist resource base provision. Separate proposals would be developed for this provision.

### **Nursery Provision**

142. Children in Cardiff are entitled to a part-time nursery place from the start of the term following their third birthday and must attend for a minimum of five half days. Nursery places are not allocated on a catchment area basis. Wherever possible places are offered in a local community school or nursery class within two miles of a child's place of residence. If places are unavailable in local community nursery schools or nursery classes, parents may apply for nursery education place funding with an approved provider that has to demonstrate it is able to meet the relevant quality.
143. It is proposed that the number of nursery places at Ysgol Mynydd Bychan be increased from 64 to 96 to support its growth to a two-form entry school.
144. St Monica's Church in Wales Primary School does not currently offer nursery provision. Pupils transfer to St Monica's Church in Wales Primary School from a range of pre-school settings, including the nursery class at Gladstone Primary School. Some pupils may have not accessed pre-school provision at all.
145. Should the transfer of St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site be taken forward, as outlined in Options

1 and 2, it is proposed that 32 part time nursery places are provided to develop continuity and progression in children's learning from the age of three.

146. The establishment of nursery provision at the school would provide a consistent approach to teaching and planning, to develop continuity and progression in children's learning from the age of three, and to contribute to raising standards across the school.
147. Admissions to the proposed nursery provision would be administered by the Governing Body of the school in accordance with the school's published Admission Policy.
148. An offer of a nursery place at the school would not mean that a child would also be offered a place in Reception. A separate application form must be completed for admission to Reception.
149. The establishment of nursery provision at St Monica's Church in Wales Primary School would be subject to consultation and the relevant statutory processes.
150. At present the Council funds 112 community nursery places between Allensbank Primary School and Gladstone Primary School. Should Options 1 or 2 be taken forward, it is proposed to retain sufficient accommodation to allow for up to 96 English-medium community nursery places at the new school site or on the shared schools' site.
151. Overall, accommodation to allow for an increased number of English-medium and Welsh-medium nursery places would be retained, and the number of places funded would reflect the demand for places in the local area.

## **Land matters**

### Transfer of St Monica's Church in Wales Primary School to Ysgol Mynydd Bychan site

152. The legal status of school sites of Voluntary Aided schools, such as St Monica's Church in Wales Primary School, is that the school site (except any school fields) is owned by the relevant Trust / Diocese. The Llandaff Diocesan Board of Finance is the registered Proprietor of St. Monica's site.
153. The Ysgol Mynydd Bychan site transferred to the ownership of the Council in 1994 and there are no restrictions on the site that would prevent the proposed reorganisation of provision to locate an alternative school on the site.
154. If the proposals as outlined in Option 1 or Option 2 were to proceed, valuation of the St Monica's and Ysgol Mynydd Bychan school sites would need to be undertaken.

155. The Council may purchase the vacated St Monica's CiW School site at valuation or may exchange the school sites.

#### Allensbank Primary School and Gladstone Primary School

156. Each of the schools' sites lie within the ownership of the Council and there are no restrictions that would prevent the proposed reorganisation of provision to locate an alternative school, or alternative schools, on either site.

#### **Governance Arrangements**

157. In the event of Option 1 being taken forward, the governing bodies of Allensbank Primary School and Gladstone Primary School would be dissolved, and new governance arrangements put in place for the newly established 2 FE English-medium primary school.
158. Under Options 2 and 3, there is an expectation that the two schools would work in partnership to maximise opportunities for all pupils at the schools. This could be achieved by informal or formal collaboration, or by formal federation. The Council and the Central South Consortium would provide support and guidance to each Governing Body to facilitate this.

#### Dissolution of Governing Bodies and establishment of a new Governing Body

159. A proposal to close two schools, and to establish a new school, would require the establishment of a temporary Governing Body ahead of the opening of the newly opened, larger school.
160. The most important reason for considering the amalgamation of two existing schools, by the establishment of a new school and closure of two existing schools, must be the benefits it would bring for children and young people in the existing schools by enhancing educational provision.
161. There are many clear operational benefits to larger schools, compared to smaller schools. The key governance aspects of establishing a single school, to replace two existing schools, are:
- Following determination of the proposed establishment of a new school, and closure of the existing schools, a new temporary governing body would be established. The new governing body would, in time, replace the individual governing bodies and would have responsibility for the strategic oversight and planning of the new school.
  - The existing governing bodies of all schools would continue to operate, and retain their existing responsibilities, until the existing schools formally close.
  - The new Governing Body would consider its name and would have responsibility for the budget and staff of the new school, and through a greater financial base have greater stability in its budget.

162. Overall, a larger school has a larger and more financially stable budget and is therefore able to implement a more efficient and effective leadership and staffing structure and exploit economies of scale. A larger school is more able to strengthen the overall education of pupils in the combined communities presently served by the two smaller schools. A larger school also allows for:
- Greater opportunities for staff to share workload and expertise.
  - Greater opportunities to professionally develop staff e.g., NQTs who can observe their parallel teacher.
  - A greater number to teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency.
  - The sharing of good practice, preparation materials and resources.

### Federation

163. Federation is a formal and legal agreement by which a number of schools (between two and six) share governance arrangements and have a single governing body using the process set out in The Federation of Maintained Schools (Wales) Regulations 2014. Federations can involve a mix of maintained community and community special schools which are either nursery, primary or secondary schools.
164. Under Option 2, where the English-medium schools share a site, federation could be brought forward by the existing governing bodies. Federation could also be considered over separate sites, under Option 3, by the Governing Bodies.
165. To be successful federation needs to be based on a commitment to work together and a willingness to do things differently for the added benefit of all pupils, their well-being and achievements. Experience from schools that have federated demonstrate that the development of all the schools and their communities within the federation and the sharing of best practice helps drive up standards and improve performance.
166. There are many reasons for federating. Schools generally use federation to build on informal partnerships already in place and to strengthen the overall education of pupils in their communities, however others have been approached by their LA to help a struggling school and small schools in danger of closure or unable to recruit high quality staff have federated to secure their future. The most important reason for considering federation must be the benefits it would bring for children and young people in the federating schools by enhancing educational provision.
167. One of the advantages of federation is that schools that federate keep their individual identity. However, the existing governing bodies are dissolved and replaced by a new, single governing body which has oversight of and equal responsibility for all schools within the federation.
168. There are clear benefits to federation for schools that are based either on the same site or in the same community as it enables them to work together on shared priorities, pool expertise, make better use of resources

and explore ways of doing things more effectively. School federation is a formal way of implementing collaboration and promoting closer working relationships.

169. The key aspects of a federation are:

- The existing governing bodies of all schools would be dissolved if the proposals to establish a federation proceed following consultation. A new single governing body would replace the individual governing bodies and would have responsibility for the strategic oversight of all schools in the federation.
- Each school retains its name, category, budget and staff. Moving forward the schools would be able to explore the advantages of sharing resources.
- Each school would continue to have its own Estyn inspection, although these can be coordinated.

170. However, there are disbenefits of retaining two separate schools, in a federation, when compared to a single school, including a less efficient and effective leadership and staffing structure compared to a single larger school. As federated schools are less able to exploit economies of scale, than a single larger school, less of its resources are available to teaching and learning. There is a greater level of duplication of roles and services in two schools than in one. Whilst a federated governing body has responsibility for two separate school budgets, it is not able to pool this budget.

171. There are two processes to establish a federation:

- A federation led by the Local Authority.
- A federation led by the Governing Body.

172. Both processes involve full engagement with the schools and governing bodies and significant work on the purpose and vision of the Federation. It is advised that a joint committee/working group be established to work with the Local Authority on federation consisting of representatives from each school/ governing body.

173. To date, Cardiff has not implemented any local authority led federations, however Welsh Government advises that local authorities should consider federation as an option within their strategic plans for effective and efficient school provision in/across communities. Welsh Government also advises that the federation of schools by local authorities should never come as a surprise to the schools involved and expects local authorities to fully engage with schools and their stakeholders as early as possible to discuss their proposals and address any concerns.

174. The process for federations led by the Local Authority and the Governing Body is broadly the same, with the respective parties leading the federation making the final decision. If a federation model were to be taken forward, at least 125 school days (approximately two school terms) is required which commences at the start of a six-week consultation process



with key stakeholders. As significant work is required before the consultation process begins, a realistic timescale for the federation process is between nine and twelve months.

### Collaboration

175. Collaboration is where two or more governing bodies arrange for some of their functions to be discharged jointly under The Collaboration Between Maintained Schools (Wales) Regulation 2008. There are clear benefits to this arrangement for schools that are based either on the same site or in the same community as it enables them to work together on shared priorities, pool expertise, make better use of resources and explore ways of doing things more effectively.
176. However, there are disbenefits of retaining two separate schools in collaboration, when compared to a single school, including a less efficient and effective leadership and staffing structure compared to a single larger school. Such schools are less able to exploit economies of scale, than a single larger school, or federated schools, and less of their resources are available to teaching and learning. There is a greater level of duplication of roles and services in two schools, than in one school or in federated schools.
177. Schools already collaborate informally with other schools on key areas such as Curriculum for Wales, assessment procedures and transition arrangements. However, formal collaboration under the regulations results in more streamlined decision making which will benefit schools and make it more attractive to work together as it enables them to share, benchmark and develop good practices that individual schools may find difficult to sustain.
178. Some examples of the types of issues on which governing bodies could collaborate on are:
- Raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion.
  - Continuing professional development opportunities.
  - School Council and pupil development opportunities.
  - Cross phase arrangements.
  - Exploiting economies of scale and sharing services across the schools.
179. There are no timescales attached to forming a collaboration. Schools and governing bodies who decide to form a collaboration can do so by agreement at their respective governing body meetings. The collaborating governing bodies must form a joint committee to oversee the work of the collaboration. The collaborating governing bodies will also agree the joint committee's constitution, membership and terms of reference annually, along with any delegated powers.

## Funding of proposals

180. The Welsh Government invited all Local Authorities in Wales to submit bids for grant funding to support capital investments that facilitate growth in Welsh-medium education and use of the Welsh language.
181. Cardiff Council was successful in securing funds from the Welsh-medium Capital Grant Scheme including £1.86m to reorganise primary school provision in central Cardiff and expand Welsh medium places by 1 Form of Entry (210 places). The purpose of the Welsh Medium Capital Grant is to support capital investments that facilitate growth in Welsh-medium education and use of the Welsh language.
182. The grant funding programme is aimed specifically at capital projects that will demonstrably contribute to meeting the Welsh Government's aim of reaching one million Welsh speakers by 2050. The funding allocated to Cardiff Council is ring-fenced to support expansion in Welsh-medium education provision and would allow for investment in school buildings to support increased intakes.
183. There is no additional or ring-fenced revenue or capital funding to support the process of organisational change. Any change must be funded by Council resources.

## Financial appraisal of proposals

184. The funding formula for schools is driven by per pupil funding and a number of lump sum allocations per school. Funding per pupil is generally higher in smaller schools due to the costs of the headteacher and other fixed costs absorbed over a low number of pupils.
185. A reduction in the number of schools in Cardiff would therefore allow for a reduction in the number of lump sum allocations to schools, and these funds would be redistributed to schools through the funding formula.
186. Larger schools are also generally able to secure better value for money through economies of scale in a number of areas including managing contracts and potentially in their staffing structure. Some of the benefits of a single larger school can be realised through formal federation of governing bodies or collaboration agreements between schools, with more efficient staffing structures.
187. The amount of funding per pupil at Allensbank Primary School, Gladstone Primary School, St Monica's Church in Wales Primary School and Ysgol Mynydd Bychan is higher than the average funding per pupil across Cardiff's 98 primary schools of £3,891 in 2022/2023.
188. The below table sets out the budgetary position of the above schools.

School	Balance brought forward April 22	Governor Approved Budget 2022/23	Budget projection Jan 2023
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Allensbank	£23,757	-£132,301	-£93,000
Gladstone	£84,651	0	-£60,000
St Monica's	£41,804	0	-£2,000
Ysgol Mynydd Bychan	£170,220	£86,286	£100,000

189. The Welsh Government Capital Grant scheme does not provide any additional financial resources for the restructuring of staffing structures of schools affected by reorganisation of provision. These costs would be met by the Council.
190. The expansion of Ysgol Mynydd Bychan would incur additional staffing and leadership costs for the school which would be met from the school's budget. The budget would increase in line with the greater number of pupils on roll.
191. The proposed expansion of Ysgol Mynydd Bychan may result in the school operating some smaller classes, or some mixed-age classes, as the school grows. School admissions preference data indicates that the number of pupils admitted to the school would increase, but the school would have a high level of surplus places for a number of years. Although the school's budget would increase as the number of pupils on roll increases, the cost per pupil would likely be higher for an extended period while the school grows. As growth, and investment, would be phased, the financial impact of changes would be minimised wherever possible.
192. In a period of falling intakes city-wide, the expected increased intakes to Ysgol Mynydd Bychan would likely reduce the take up of places at other schools in the local area or in neighbouring areas for a number of years. Almost all applicants who have failed to gain admission to Ysgol Mynydd Bychan in recent years have taken up places at other Welsh-medium primary schools. The number of pupils taking up places at these schools may reduce as a consequence of the proposals; however, the Council must increase intake to Welsh-medium provision city-wide and the indirect impact of increasing intakes to Welsh-medium schools would be a reduced intake to English-medium schools city-wide.
193. Should a proposal to transfer Allensbank Primary School to the shared Gladstone Primary School/St. Monica's Church in Wales Primary School site proceed, and the Speech and Language Intervention Class be relocated, the delegated budget of £115,710 for this class would be transferred to another host school.
194. It should be noted that the number of pupils on roll at Allensbank Primary School and Gladstone Primary School has fallen in recent years, coinciding with reducing intakes to primary education city-wide which are projected to continue until at least 2025/2026. In this context, the number of staff employed by schools may reduce, whether or not any proposals to reorganise provision are progressed.

## Option 1

195. The school budget formula saving from amalgamating Allensbank Primary School and Gladstone Primary School, by closing each school and creating a single two form entry primary school as set out in Option 1 would be c£98k per year based on the removal of lump sum allowances provided to schools.
196. This option amalgamates Allensbank and Gladstone Primary Schools and combining their budget would allow for a redistribution of financial resources to schools through the reduction in the number of lump sum allocations to schools.
197. Should Option 1 be progressed, it is proposed that the equivalent sum would be ringfenced for the newly established two form entry English-medium for three years to support the school to further develop provision and/ or invest in resources to benefit its pupils. Beyond this period, this sum would be available for redistribution to primary schools city-wide.
198. Option 1 would result in the displacement of an existing Headteacher and restructuring of leadership. The anticipated efficiencies in the new school's budget, compared to the two existing budgets combined, could be c£100,000 to £114,000 per year plus on-costs, based on the midpoint of existing leadership salary ranges and the implementation of a new leadership structure of one Headteacher and two Deputy Headteachers.

## Option 2

199. The governing bodies, or single governing body if federated, could identify efficiencies in leadership, staffing or fixed costs due to sharing of a site.
200. Proposals to locate Allensbank and Gladstone (Option 2) on a single shared site, but as separate schools, could also result in the displacement of an existing Headteacher and restructuring of leadership, should the Governing Bodies decide to federate and seek to proceed with this.
201. Federations of one form entry schools in Cardiff have implemented differing leadership structures; however, the anticipated salary efficiencies in the school's budget, compared to the two existing budgets combined, could be between c£43,000 and c£77,000 per year plus on-costs, depending on the new leadership structure implemented.
202. Whilst this would also provide a less costly leadership structure overseeing the English-medium provision, the formula funding to these schools is c£98,000 greater each year, compared to amalgamation, as each school would still receive lump sum allocations. There is no greater cost to the Council overall, but this sum would not be available for ring-fencing to the schools nor for distribution to schools city-wide through the funding formula as per Option 1.

### Option 3

203. The proposal to transfer Ysgol Mynydd Bychan to the Allensbank Primary School site, and to transfer Allensbank Primary School to the Ysgol Mynydd Bychan site (Option 3) would not result in the displacement of an existing Headteacher and restructuring of leadership although this could be considered at a later stage by the Governing Body. Should the Governing Body pursue a federation in future, the federated schools could reduce leadership costs by c£43,000 and c£77,000 per year plus on costs.
204. The formula funding to these schools is £98,000 greater each year, compared to amalgamation of Allensbank and Gladstone in Option 1, as each school would still receive lump sum allocations. These lump sums would not be available for ring-fencing to the schools nor for distribution to schools city-wide through the funding formula as per Option 1.

### Summary comparison

205. The table below details the relative changes in the proportion of the formula funding allocation to these schools, that could be redistributed to schools if proposals to amalgamate or federate, and changes to the leadership structure(s) were progressed.

School	Leadership costs as percentage of school's total formula allocation*	Yearly in-school leadership cost efficiencies vs current	Potential financial redistribution to schools – five years
Allensbank Primary School	10.9%	N/a	
Gladstone Primary School	13.9%	N/a	
Combined Allensbank & Gladstone	12.2%	N/a	
New 2FE school – based on comparable Cardiff schools	8.0%	£100,500 - £113,902	£502,500 - £569,510
Federated school, Cardiff – lean leadership structure	9.9%	£66,934 - £76,854	£334,670 - £384,270
Federated school, Cardiff – alternative leadership structure	10.6%	£42,726 - £50,368	£213,630 – £251,840

\*Calculated based on mid-point of salary ranges

### **Admission arrangements**

206. The relevant changes to the Council's policy on the admission of children to schools as a direct result of these proposals relate to the proposed changes in the Published Admission Number of Ysgol Mynydd Bychan, from 30 to 60, and to the potential establishment of a new two form entry English-medium primary school with a Published Admission number of 60 places.
207. Consultation on the 2025/26 admission arrangements for community schools would take place in Autumn 2023 – Spring 2024 in accordance

with the requirements of the Admissions Code. This consultation would include any proposed changes to Published Admission Numbers.

208. A review of community primary school catchment areas would be undertaken to consider the balance the number of places available and the projected demand for places and progress against the WESP targets. Any proposed changes to school catchment areas would be subject to consultation at the appropriate time.
209. Any change to the St Monica's Church in Wales Primary School admission arrangements arising out of the establishment of nursery provision at the school would be subject to consultation by the Governing Body of the school at the appropriate time.
210. Detailed information about admission arrangements is in the Council's Admission to Schools booklet published on the [Council's website](#).

### **Learner Travel Arrangements**

211. There are no plans to change the Council's transport policy for school children.
212. 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.
213. There are no pupils enrolled in the schools named in this report who are in receipt of free home to school transport on the grounds of the home to school travel distance. The implementation of the proposed expansion of Ysgol Mynydd Bychan and relocation of English-medium provision is not expected to change this.
214. Should the Council not proceed with proposed changes, and an increase in the take up of places consistent with the WESP targets be achieved, the Council may be unable to accommodate all children in the catchment areas of the four WM schools within two miles of their home address unless changes to catchment areas and/ or alternative additional provision serving these areas are progressed.
215. The Council's transport policy for school children can be viewed on the Council's website [www.cardiff.gov.uk/schooltransport](http://www.cardiff.gov.uk/schooltransport)

### **Impact of reorganisation on travel arrangements for current pupils**

216. The maximum distances between the above school sites is c0.5 miles. Should any of the schools be relocated on to an alternative site, the maximum increase in home to school travel distance for current pupils is therefore 0.5 miles.
217. The below table indicates the average walking distance from home to school for pupils enrolled at each of the schools, and the differential in walking distance to alternative school sites. The average increase in

distance from home to school, should proposals proceed is, however, significantly lower than 0.5 miles.

218. The impact of transferring Ysgol Mynydd Bychan to the Allensbank site would result in current pupils having a marginal reduction in travel distance.
219. The impact of transferring Allensbank to the shared Gladstone/ St Monica's site would result in current pupils having an increase of 0.08 miles.
220. The impact of transferring St Monica's Church in Wales Primary School to the Ysgol Mynydd Bychan site would be an average travel distance increase of 0.2 miles.

<b>Table:</b> Average safe walking distance for school pupils indicated to respective school sites Source: PLASC 2022				
<b>School attended</b>	<b>Allensbank PS site</b>	<b>Gladstone PS site</b>	<b>St Monica's PS (C.W) site</b>	<b>Ysgol Mynydd Bychan</b>
Allensbank Primary School	1.05mi	1.13mi (+0.08mi)	1.16mi (+0.11mi)	1.02mi (-0.03mi)
Gladstone Primary School	0.95mi (+0.23mi)	0.72mi	0.70mi (-0.02mi)	0.91mi (+0.19mi)
St Monica's C.W Primary School	1.40mi (+0.21mi)	1.21mi (+0.02mi)	1.19mi	1.39mi (+0.2mi)
Ysgol Mynydd Bychan	0.70mi (+0.04mi)	0.84mi (+0.18mi)	0.89mi (+0.23mi)	0.66mi

221. The logistical impact on current families, in respect of the length and time taken for journeys from home to school, is therefore expected to be marginal.
222. Families wishing to access Welsh-medium provision in the south of the Ysgol Mynydd Bychan catchment area are often unable to gain admission to the school and the nearest alternative places are a significantly greater distance away. It is therefore anticipated that the proposed changes in each option would have a marginal impact on future applicants for admission to English-medium community or Church in Wales primary schools, but a greater positive impact on those within the Ysgol Mynydd Bychan catchment area seeking admission to a Welsh-medium school.

### **Implications for secondary school provision**

223. The combined demand for places across the three Welsh-medium high school catchment areas is at a high level and can be accommodated within the existing school capacity.
224. Proposals to respond to changes in demand will be brought forward in good time to ensure that there are sufficient places to meet the demand for Welsh-medium places.

225. A proposal to expand and redevelop Cathays High School to meet demand from within its catchment and the wider area was agreed by Cabinet in October 2021 subject to further decisions including the Charity Commission's consent in relation to the Maindy site being held in a charitable trust.
226. Cathays High School presently serves a catchment area comprised of the primary school catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School. This catchment area is less populated than other school catchment areas in Cardiff, some of which extend over a much greater geographical area and have pupil populations which exceed their current or planned capacity.
227. Consultation on changes to English-medium community secondary school catchment areas would therefore be required at the appropriate time, in order to provide a suitable and sustainable balance in the supply of and take up of places.

### **Local Member consultation**

228. Local Members for Cathays, Gabalfa, Heath, Llandaff North and Plasnewydd will be consulted on the proposals.

### **Reason for Recommendations**

229. To balance provision for Welsh-medium and English-medium community primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

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

230. In 2017, the Welsh Government published its Welsh language strategy Cymraeg 2050: A Million Welsh Speakers in accordance with Section 78 of the Government of Wales Act 2006. The strategy supports 'the promotion and facilitation of the use of the Welsh language'. Its long-term aim is for Wales to have one million Welsh speakers by 2050.
231. The strategy names Welsh-medium immersion education as the 'principal method for ensuring that children can develop their Welsh language skills, and for creating new speakers' (Cymraeg 2050: A Million Welsh Speakers, pg21). Therefore, the availability of Welsh-medium education will be key to meeting the target of one million Welsh speakers.
232. The national target is to:
- *Increase the proportion of each school year group receiving Welsh-medium education from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 30 per cent (about 10,500 in each year group) by 2031, and then 40 per cent (about 14,000 in each year group) by 2050.*



233. There is recognition within the strategy that planning will be different for different regions within Wales depending on the characteristics of their populations. It identifies areas with a high population density but lower percentage of Welsh speakers as areas with particular potential for growth.
234. The Council is committed to a 'truly bilingual Cardiff' including the growth of the Welsh-medium education sector across each phase in order to increase the number of people of all ages becoming fluent in both Welsh and English with the confidence and desire to use all their languages in every aspect of their lives.
235. Underpinning this vision are the following principles:
- Applying the principles of the '15-minute neighbourhoods' to ensure that all learners have access to Welsh-medium education within a reasonable distance of their homes.
  - Every child in the city can choose to be educated in Welsh or English with the benefits of a bilingual education actively promoted to all parents from their child's birth.
  - Learners with additional learning needs (ALN) will receive equal linguistic opportunity.
236. To achieve this vision the Council will deliver:
- More nursery children/ three-year olds receiving their education through the medium of Welsh.
  - More reception class children/ five-year olds receiving their education through the medium of Welsh.
  - An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN) in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018.
237. The Council's Welsh in Education Strategic Plan sets out a series of ambitious commitments to build on the progress achieved to date. The WESP commits the Council to ensuring city wide capacity in the primary Welsh-medium sector at 10% over and above the projected intake at Reception to support growth and allow for in-year admissions and flexibility for transition. This includes the delivery of new Welsh-medium capacity at primary level by 2025 – 2026. It is anticipated that there would be a positive impact on the Welsh Language as a result of these proposals.
238. The proposals seek to align with the Bilingual Cardiff Strategy and strongly support the Welsh Government's strategy for the Welsh language by contributing to meeting the targets set out in the Cymraeg 2050 strategy.
239. The proposals directly respond to the following WESP Outcomes:

- Outcome 1 – More nursery children/ three-year-olds receive their education through the medium of Welsh.
  - Outcome 2 - More reception class children/ five-year-olds receive their education through the medium of Welsh.
240. The proposals may also secure an opportunity to provide facilities which respond to Outcome 6 - An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN).
241. Schools serve a diverse range of communities and largely reflect their local population; however, it is acknowledged that the Welsh-medium schools are at present less diverse than English-medium schools. Targets and workstreams within Cardiff's adopted WESP seek to address this.
242. The proposals would have a greater impact on the population closer to the schools than on the city as a whole.
243. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.
244. The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.
245. The Council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.
246. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Significantly or rapidly expanding Welsh-medium primary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.
247. The Council's aspirations for increasing the number of Welsh speakers, and the Welsh Government's Cymraeg 2050, propose a significant change. Cymraeg 2050 sets national targets of educating 40% of learners in Welsh-medium schools, and a further 30% of learners being educated in English-medium schools being fluent in Welsh. At present, c17% of Cardiff children entering primary education are educated in Welsh-medium schools or classes.

248. This proposal seeks to increase the number of Welsh-medium primary school places available in the area and seeks to implement the change in such a way that the potential for negative impact on existing schools is limited.
249. There is a risk that provision of additional Welsh-medium primary school places may inhibit the growth at other local schools; however, Cardiff's WESP sets out a commitment to develop and implement targeted promotion in conjunction with Bilingual Cardiff to increase take up of Welsh-medium places in areas with low demand.

### **Wellbeing of Future Generations**

250. In line with the Wellbeing of Future Generations Act, the Council 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.
251. 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.

### **Financial Implications**

252. The purpose of this report is to consider a recommendation to hold public consultation on revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd. Consideration of these proposals and future consultations would not create any financial commitments at this stage.
253. The report provides a high-level overview of the potential revenue implications across several options. Whilst each schools' budget is predominantly predicated on the basis of pupil numbers, consideration of the potential impact on the delegated schools' budget should be undertaken. This includes potential reduction in the formula funding lump sum if schools were combined, alongside staffing efficiencies, particularly in relation to leadership roles. These efficiencies would remain within delegated schools' funding and could be redistributed to the benefit of all Primary Schools. Additionally, some of the options could result in greater future financial stability particularly in light of low numbers on roll (NOR) numbers in single form entry schools, which are more adversely impacted by small changes in admission numbers.
254. Additional consideration will need to be given to funding of redundancies in the case of school closures, depending on the option taken forward. Redeployment may be able to mitigate some costs, but full financial

evaluation will be needed once future school organisation and employee establishments have been finalised.

255. Any schools' deficit balances will need to be mitigated so far as possible prior to write off should schools close. Any remaining deficit will need to be funded from reserves or balances to be identified within Education.
256. Any capital costs arising through these options will need to be prioritised within the Asset Renewal programme. As noted in the report planned works to existing category C schools are already included within the programme. Any works in relation to Welsh-medium sites can initially utilise the capital grant provided from Welsh Government any additional requirement must be found within existing budgets. Any future proposals will require a full financial evaluation and the necessary capital funding will need to be identified before any schemes can progress, including any adaptations to existing schools. It should also be noted that any maintenance or repairs to buildings with less than a years' expected operation must be treated as revenue expenditure and will need to be funded through the SOP Revenue Reserve.
257. The decision maker should have assurance on the overall affordability of any projects or schemes taken forward and should also consider the impact on sustainability of other schools within the localities identified, including pupil numbers and financial risks.
258. Specific VAT advice will need to be sought in relation to land swap and works in relation to diocese/trust owned land.

### **Legal Implications**

259. 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. Parents have a right to express a preference for the school they wish their child to attend under section 86 of the School Standards and Framework Act 1998, but this does not provide a right to attend a certain school, as applications can still be refused where this would prejudice the provision of efficient education or the efficient use of resources.
260. A local authority can make school organisation proposals, including making 'regulated alterations' to a community school or maintained nursery school under sections 42-44 of the Schools Standards and Organisation (Wales) Act 2013. Some of the proposals set out in this report constitute proposals which must be published as well as '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.

### Closure of Allensbank and Gladstone Primary Schools, replaced with a new two form entry Primary School

261. The options of closure and opening of these maintained schools, and establishment of a new two form entry school, constitute proposals for which there must be publication under section 48 the School Standards and Organisation (Wales) Act 2013.

### Transfer of schools and/ or change of age ranges or forms of entry

262. This report confirms that none of the options proposed would see any school move more than 1.609344 kilometres (one mile) from a current main school entrance. Therefore, whilst this does not constitute a regulated alteration the other proposals would, including any alteration in the age range to include a nursery or a reduction or permanent expansion of capacity.

### Relocation of St Monica's and expansion of age range to include a nursery class.

263. The proposals regarding the alteration of St Monica's Church in Wales Primary School age range and its potential relocation must be proposed by the School's Governing Body and this report is intended to note these proposals as part of the wider context of proposed school organisation.

### Consultation Requirements

264. 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). In the case of Welsh medium provision this would include an assessment of the demand for Welsh-medium education (conducted in accordance with any regulations made under section 86 of the 2013 Act). Consideration must also be given to whether the proposals will improve access for disabled pupils in accordance with requirements under the Equality Act 2010. Where a school's closure is proposed, the consultation must include details of any alternative to closure considered, reasons they were discounted, details on the impact of the proposals on the local community and schools staff and such information on the Code requires regarding details on proposed alternative provision.
265. 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. The recommendations seek authority to carry out that statutory consultation.
266. 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.
267. 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. Following the public consultation, the Council is required to issue a consultation report, setting out the issues raised by consultees and its response to those issues. At that stage, a further report is to be submitted to the Cabinet to decide how to proceed.
268. The proposals in relation to use of the land and buildings on the school sites will be subject to agreement by the school governing body and any associated terms and conditions and subject full due diligence in respect of titles to land to be undertaken by Legal Services, prior to committing to any contract for works.
269. 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.
270. 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. An Equalities Impact Assessment should be carried out to identify the equalities implications and due regard should be given to the outcomes of the Equalities Impact Assessment.
271. 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. The proposal to increase the Welsh medium education provision should have a positive impact on the use of the Welsh language and support the aims of the Council's approved Welsh in Education Strategic Plan and Bilingual Cardiff Strategy.
272. 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.

273. Further legal advice will be provided as proposals are progressed.

### **HR Implications**

274. The following sets out the HR implications that cover the range of the options:

#### Relocation

275. Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one school site to another. Staff involvement in the development of building specifications or designs should be secured.

#### Increased Number on Roll

276. Proposals to increase the capacity of a school would require the relevant Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

#### School Closure

277. In the period leading up to a proposed school closure, the Council would work with the Headteacher and Governing Body to ensure that staff continue to be supported and motivated during what may be a potentially difficult situation. Full consultation with staff and trade unions would need to begin immediately following the outcome of this report. A school closure places school staff at a potential risk of redundancy, and this would need to be managed in line with the School Redeployment and Redundancy Policy.

#### New School

278. The creation of a new school which is established as a result of the agreed proposals presents opportunities for recruitment and redeployment. Under the Staffing of Maintained Schools (Wales) Regulations 2006 the Temporary Governing Body of a new school is responsible for the appointment of staff. The Council will advocate that the new temporary governing body operates a ring-fenced recruitment process to those staff affected by the school closures.

279. The first matter which the Temporary Governing Body must consider is the new school's leadership arrangements and the structure of the staff within

the school. Timely creation of the Temporary Governing Body is crucial to this. The Staffing of Maintained Schools (Wales) Regulations 2006, as amended, allow for ring fenced recruitment to Headteacher and Deputy Headteacher posts in school reorganisation situations. Whilst this is a matter for the Temporary Governing Body to determine, as is usual in these circumstances the Council would advise the Temporary Governing Body to advertise nationally for both Headteacher and Deputy Headteacher positions and to put in place a robust recruitment process to appoint high quality leadership. HR People Services would work with the Temporary Governing Body to support the recruitment process.

### Redeployment

280. A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary or compulsory redundancies. Therefore, the Council is committed to maximising opportunities for school staff to secure employment in other schools in Cardiff through redeployment into vacancies in other schools in Cardiff.
281. The redeployment arrangements would also be taken into account should the decision be taken to relocate the Speech and Language class from Allensbank Primary School to within the remit of a Governing Body of another school.
282. Full support would be offered to the school staff and Governing Bodies by HR People Services throughout the reorganisation. This would involve attendance at consultation meetings, meetings with school staff where appropriate and the circulation of a Frequently Asked Questions document.

### Property Implications

283. The Strategic Estates Department recognise that a public consultation is required for the delivery of both Welsh medium and English medium education in the urban areas of Cathays, parts of Gabalfa, Heath, Llandaff North and Plasnewydd. A number of existing Education sites have been listed and included as consultation options.
284. Currently and working in conjunction with the legal department, Estates can provide details of the specific land ownerships for each site outlined. This work has already started but the relevant information on each title is currently being worked through and details will be shared with the Education delivery team if any of the options considered does not conform with the permissions the Council have within its legal ownership.
285. Strategic Estates will continue to support the Education department in all land matters in order to discharge its statutory function.

### Traffic and Transport Implications

286. The Council has been committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such plans identify actions by the



school to support and encourage active travel to school and identify any improvements to on-site and off-site infrastructure required to facilitate active journeys. The Council's Active Travel Plans officers have been working with schools to develop these and all four schools have Active Travel Plans in place for their current sites.

287. All new (including reorganised) schools need to have a plan in place from the outset of their operation.
288. The Active Travel Plans officers will continue to work with the schools in the review and further development of their current Active Travel Plans as appropriate to suit any change in circumstances. They can support with engagement on the Active Travel Plans as part of an implementation of a proposed expansion of places and any changes in location of school cohorts to alternative sites.
289. Following a reorganisation of the schools, the Council will monitor conditions outside the school's post-completion to see if any further measures such as parking restrictions are required. The scope for introducing parking restrictions will be investigated and put in place where appropriate as a low-cost measure to help discourage short distance car travel, make the environment outside each school safer and more conducive to walking, scooting and cycling and maximise active travel to school.
290. The Council's Road Safety Team already provides a programme of cycle and pedestrian training to further encourage take up of active travel to school. This support will continue as part of the ongoing engagement and support that will be provided by the Council's Schools Active Travel Team on Active Travel Plan development and delivery.
291. The construction of the new Cycleway 1.2 along Cathays Terrace, Whitchurch Road and Allensbank Road will provide a new cycling facility directly linking to the current sites of Allensbank Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School.
292. Where it is identified that some pupils will be eligible for school transport due to their additional learning needs (e.g., for SRB pupils), the facilities for drop-off and pick-up of pupils will be reviewed to identify any necessary improvements.

### **Impact Assessments**

293. An initial Single Impact Assessment has been carried out and is attached as Appendix 10. This includes an Equality Impact Assessment, Child's Rights Impact Assessment and Welsh Language Impact Assessment. The views of stakeholders would be sought as part of the consultation and the assessment would be reviewed as part of the post consultation analysis.

294. The Council would also seek the views of the school communities and the wider community to inform a Community Impact Assessment, ahead of and during the consultation period.

## RECOMMENDATIONS

Cabinet is recommended to

1. authorise officers to consult on proposals outlined in paragraph 122, to be implemented from September 2025.
2. note the proposal for the extension of the age range of St Monica's Church in Wales Primary School to include a nursery class of 32 part time places, and transfer of the school to the site presently occupied by Ysgol Mynydd Bychan, from September 2025.
3. note that the statutory consultation process on the proposed establishment of nursery provision and transfer of St. Monica's Church in Wales Primary School is to be undertaken by the Governing Body of the school and instruct officers to provide all reasonable assistance in this regard.
4. authorise the Director of Education & Lifelong Learning to formally respond on behalf of the Council to the public consultation issued by the Governing Body of St Monica's Church in Wales Primary School in due course.
5. note that officers will bring a report on the outcome of the consultation to a future meeting to seek authorisation as to whether to proceed to publish proposals in accordance with section 48 of The School Standards and Organisation (Wales) Act 2013.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Melanie Godfrey</b> Director of Education & Lifelong Learning
	17 March 2023

*The following appendices are attached:*

- Appendix 1: Cardiff's Welsh in Education Strategic Plan
- Appendix 2: Cabinet Report, 17 June 2021
- Appendix 3: Projections and forecasts
- Appendix 4: Welsh-medium catchment area map
- Appendix 5: English-medium catchment area map
- Appendix 6: School census analysis - demographic data
- Appendix 7: Site configuration Option 1
- Appendix 8: Site configuration Option 2
- Appendix 9: Site configuration Option 3
- Appendix 10: Single Impact Assessment

*The following Background papers have been taken into account*  
School Organisation Code 2013

**CARDIFF**  
**WESP 2022-31**  
**FINAL**

## **CARDIFF WESP 2022-31 FINAL**

### **Foreword**

#### **Our vision is for a truly bilingual Cardiff.**

We have made huge strides toward this vision, but we cannot rest. We still have more to do to ensure the capital of Wales is a place where Welsh is a vibrant living language that every young person has the opportunity to hear, speak and enjoy in every aspect of their lives and is recognised for its place firmly at the heart of our nation's capital.

We feel strongly about the importance of creating opportunities for the children and young people of Wales capital to become confident speakers of both Welsh and English. We want our education system to ensure that all young people, from each and every community across Cardiff have the opportunity to speak Welsh, to be proud of their identity and able to celebrate and enjoy both languages in their daily lives.

Essential to achieving this is the continued growth of our Welsh-medium education sector across each phase in order to increase the number of people of all ages becoming fluent in both Welsh and English. We are proud to be a diverse multilingual city; our desire is to build on this and for every young person to have the confidence and the ability to use all of their languages confidently with their families, their communities and later carry this wealth of linguistic knowledge into their places of work and adult lives.

It is proven that being bilingual or multilingual has numerous benefits, from birth through to old age with over half of the world's population able to speak two languages or more. By enabling our young people to become bilingual we are making an active choice to increase development of their cognitive and social functions. As they become bilingual adults, they will have greater opportunities within the workforce as more organisations across the country deliver their services in both Welsh and English. When you add to this, that being bilingual can help protect against the onset of dementia, it is clear that in Wales, Welsh is our gift to share, one which broadens opportunities not only for childhood but for life.

This 10-year Welsh in Education Strategy seeks to clearly set out Cardiff's firm commitment, clear aspirations and the actions we plan to prioritise with our partners to further bolster the growth of Welsh-medium education and the number of our citizens that actively engage with and use Welsh with confidence. This in turn will contribute to raising the profile and enjoyment of our national language now and in the future.

**Cllr Huw Thomas Leader of Cardiff Council**  
**Cllr Sarah Merry, Deputy Leader and Cabinet Member for Education**  
**Melanie Godfrey, Director of Education and Lifelong Learning**

## **The Capital City of Wales. A Welsh Capital City.**

In addition to being the Capital of Wales, Cardiff has an important role to play as a Welsh Capital City.

This is more than a symbolic role. Having seen significant population growth over the last two decades, Cardiff has made a telling contribution to the growth of the Welsh language.

Over the last 30 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. Cardiff is currently the local authority with the second highest number<sup>1</sup> of Welsh speakers in Wales.

This reflects the excellent work taken forward across the city- involving a range of partners- to promote the Welsh language and demonstrates the impact of partnership initiatives such as those progressed by the Bilingual Cardiff Working Group.

What is also clear is the central importance of Welsh language education for the growth of the Welsh Language. Census data demonstrates that, amongst 5- to 15-year-olds, the proportion of pupils able to speak Welsh has increased from 7.5% in 1981 to 26.7% in 2011. More recent school admissions data also reveals that the numbers of children enrolled in Welsh-medium education increased by 16% (1,752 pupils) between 2012 and 2018.

The commitment to making every school in Cardiff a good school, the £280m investment programme in schools and the continuous improvement in education attainment have all underpinned this growth. As Cardiff looks to the next 10 years, the Council will retain its commitment to making every school in Cardiff a good school whilst ensuring that the Welsh language remains a defining characteristic of education in Cardiff.

The Welsh in Education Strategic Plan 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 a Welsh language education, that the number receiving a Welsh language education will increase and that, through the significant use of Welsh in English medium education, all children will feel confident speaking Welsh.

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<sup>1</sup> [Annual Population Survey](#)

## **Our vision: A truly bilingual Cardiff.**

We will ensure the growth of our Welsh-medium education sector across each phase in order to increase the number of people of all ages becoming fluent in both Welsh and English with the confidence and desire to use all of their languages in every aspect of their lives.

### **Underpinning our vision are the following principles:**

- Apply the principles of the '15-minute neighbourhoods'<sup>2</sup> to ensure that all learners have access Welsh-medium education within a reasonable distance of their homes.
- Seek to establish at least 50% of new school places provision on Local Development Plan sites as Welsh-medium.
- Every child in the city can choose to be educated in Welsh or English with the benefits of a bilingual education actively promoted to all parents from birth.
- Parents will be supported to transfer their child, or children, to Welsh-medium education at any age, with high quality immersion provided to support in-year transition applications.
- Learners who have been educated through Welsh-medium throughout the primary phase will be proactively supported to continue into Welsh-medium secondary provision.
- The Council will work with a wide range of partners to proactively promote and increase Welsh/English bilingualism.
- All learners will be supported to become confident in at least two languages.
- All Cardiff schools will increase the amount of Welsh taught, used and heard in their schools, consistent with new curriculum for Wales
- Learners with additional learning needs (ALN) will receive equal linguistic opportunity.
- Learners with English or Welsh as additional languages will receive equal linguistic opportunity.
- To facilitate the growth of Welsh medium education we will aim to maintain city wide capacity in the Welsh-medium sector at 10% over the projected intake.

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<sup>2</sup> [Corporate Plan 2021 E.indd \(cardiff.gov.uk\)](#)

**To achieve our vision, we will deliver:**

- More nursery children/ three-year olds receive their education through the medium of Welsh.
- More reception class children/ five-year olds receive their education through the medium of Welsh.
- More children continue to improve their Welsh language skills when transferring from one stage of their statutory education to another.
- More learners study for assessed qualifications in Welsh (as a subject) and subjects through the medium of Welsh.
- More opportunities for learners to use Welsh in different contexts in school.
- An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN) in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018
- An increase in the number of teaching staff able to teach Welsh (as a subject) and teach through the medium of Welsh.

## **Cymraeg 2050**

### ***A Million Welsh Speakers and the importance of Welsh Medium Education***

#### Strategic Context

In 2017, the Welsh Government published its Welsh language strategy *Cymraeg 2050: A Million Welsh Speakers*<sup>3</sup> in accordance with Section 78 of the Government of Wales Act 2006. The strategy supports ‘the promotion and facilitation of the use of the Welsh language’ and its long-term aim is for Wales to have one million Welsh speakers by 2050.

The strategy names Welsh-medium immersion education as the ‘principal method for ensuring that children can develop their Welsh language skills, and for creating new speakers’). Therefore, the availability of Welsh-medium education will be key to meeting the target of one million Welsh speakers.

The national target is to *“Increase the proportion of each school year group receiving Welsh-medium education from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 30 per cent (about 10,500 in each year group) by 2031, and then 40 per cent (about 14,000 in each year group) by 2050.”*

There is recognition within the strategy that the approach will vary across different regions within Wales depending on the characteristics of their populations. The strategy also identifies areas with a high population density but lower percentage of Welsh speakers as areas with particular potential for growth.

The Welsh in Education Strategic Plans (Wales) Regulations 2019<sup>4</sup> require Local Authorities to set a ten-year target outlining the expected increase in Year 1 children who are taught through the medium of Welsh in the local authority's area during the lifespan of a Plan.

Cardiff is committed to achieving a scale of growth in line with the 25-29% as provided by the Welsh Government<sup>5</sup>. The local target must, however, balance ambition with an understanding of the prevailing trends, which includes falling birth rates and heightened uncertainty relating to school admission choices due to the pandemic.

Cardiff’s ten-year target is therefore to “increase the percentage of Year 1 children who are taught through the medium of Welsh in Cardiff by 9% with 27% of the eligible cohort.”

We know from our own experience and as set out in *Cymraeg 2050* that full Welsh language immersion education – i.e., education within a Welsh-medium setting or mainly through the medium of Welsh – is the most effective and reliable way to create individuals with the necessary skills and confidence to enable them to use the language naturally and comfortably within their everyday lives.

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<sup>3</sup> [Cymraeg 2050 A Million Welsh Speakers](#)

<sup>4</sup> [The Welsh in Education Strategic Plans \(Wales\) Regulations 2019 \(legislation.gov.uk\)](#)

<sup>5</sup> For a detailed explanation of the methodology implemented for setting this target please see the Technical Note at ([guidance-welsh-in-education-strategic-plan.pdf \(gov.wales\)](#))



As the new curriculum is introduced the role of English-medium education will become clearer in its ability to produce learners who are able to use Welsh and who want to use Welsh when moving on to further education, training or during their career.

### Legislative and Statutory background for the WESP

One of the main priorities is to transform how the Welsh language is taught and assessed to ensure that all learners can be confident in their ability to use Welsh when they leave school.

To encourage and facilitate long-term and sustainable growth for Welsh-medium education and to improve standards of Welsh language teaching the WESP will consider the following:

- Reforms to the education system (i.e., curriculum and assessment, workforce development accountability and the national approach to professional learning).
- Requirements of the Additional Learning Needs and Education Tribunal (Wales) Act 2018
- Sustainable Communities for Learning Programme
- School improvement guidance: a framework for evaluation, improvement and accountability
- Childcare Sufficiency Assessments
- Agreements made under section 106 of the Town and Country Planning Act 1990
- Children and Young People's services
- School Admissions code
- School Organisation code
- Learner Travel (Wales) Measure 2008
- Post-16 Education and Training
- Local authorities' 5-year Promotion Strategies, made under standard 145 and 146 of The Welsh Language Standards (No. 1) Regulations 2015
- Local Development Plans

### Demographic Context

A detailed analysis of the population trends in Cardiff, drawing on Welsh Government population projections and forecasts prepared utilising NHS GP registration data, projects decreasing birth rates across the city is set out in the trajectory for growth on

pages 35-64. Given this context, it is clear that achieving the targeted growth in the Welsh-medium sector will require an approach that recognises all the different needs and characteristics of local communities when bringing forward proposals for change.

The Council will continue to work with all partners and stakeholders in order to ensure that Welsh medium education is distributed effectively across the city, maximising and enhancing access to existing provision and adding in capacity as required in the right locations. This will apply to all stages of learning, from early years through the provision statutory education all the way through to higher and further education.

### The Expansion of Welsh-medium Education

Cardiff has invested significantly in the growth of Welsh-medium by delivering additional places at entry to primary education and at transfer into secondary education. The establishment of the highly successful immersion provision has also played a crucial role in supporting and increasing the number of In-year transfers.

Since 2010, Cardiff has increased the Welsh-medium capacity available at entrance to the primary sector by approximate 6 forms of entry (FE) and intakes at reception have grown by an average of approximately 0.25% per year between Sep 2015 and Sep 2020.

During the same period within the secondary school sector, we have established Cardiff's third Welsh-medium school and increased capacity at established schools which has resulted in an overall increase of 7FE at entry to Year 7.

Cardiff has also established its highly successful Welsh Immersion provision. Initially established within the primary sector to support parents to transfer their children to Welsh-medium education, the provision has grown to welcome pupils at KS3 and KS4. This has meant that pupils from Cardiff and neighbouring authorities could transition effectively from English-medium into Welsh-medium schools, becoming fully bilingual students and experiencing success at all key milestones.

### Recognising Delivery Challenges and Promoting the Welsh Language throughout our Education Sector

The growth of Welsh medium education is a success that should rightly be celebrated, but it is clear that there is more to do. Whilst there has been an increase in the amount of high-quality provision and take up of Welsh-medium places, there remain challenges associated with continued growth, not least given the declining birth rate populations and the need to meet the needs of our diverse communities.

Moving forward we will ensure that, as a diverse city, everyone understands the benefits of a Welsh-medium education and the positive benefits of embracing the Welsh language. This will involve engaging with communities that may not have traditionally considered Welsh-medium education for their children and developing tailored approaches for each community.

In addition to increasing the intake of Welsh-medium provision from the early years and at the beginning of statutory education, there is also a need to further consider

the potential role of the Welsh Immersion provision as part of a proactive strategy for growth in the future.

This is part of a coordinated approach to ensure that families feel confident and supported should they opt for Welsh-medium provision. This will require a dedicated support network which forms part of the formal school offer, and the recent pandemic has only served to emphasise the need for intensive language acquisition support of this nature. Further to this, there is a need to emphasise the availability of specialist places within the Welsh-medium sector for children that have Additional Learning Needs (ALN) that will allow them to progress in line with their potential.

Consistent with the Council's commitments as a Child Friendly City, the Council will continue to engage with young people and their families on a number of important issues. Understanding the reasons why families have opted for Welsh-medium, or may not have chosen Welsh for their children, remains a priority. There is also a need to understand why young people who may have received Welsh-medium statutory education would choose not to pursue further or higher education through the medium of Welsh. Similarly, there is a need to better understand why some young people may lack the confidence to use any Welsh in their adult careers and what they think we could do to change this.

We also recognise that the benefits of hearing, speaking and enjoying learning in Welsh is not confined to those that opt for a Welsh-medium education. It is important that the Council set high expectations of how the new curriculum for Wales is to be delivered in terms of providing greater opportunities for language acquisition through learning and using an enhanced amount of Welsh within our English-medium schools. Prioritising the development of our new dual language model to ensure it is implemented successfully represents a priority if we are to establish this as a template for other new schools in the future. This Strategy therefore reaffirms Cardiff Council commitment to increasing the number of Welsh speakers in the city and enhancing the amount of Welsh used throughout all of our schools and education provisions.

### Shaping provision in the City

Ensuring sustainable growth of Welsh-medium places and achieving an increase in demand in the context of falling birth rates will require detailed and informed planning. The allocation of Welsh-medium places within the current Band B schools investment programme represents an excellent starting point. Moving forward, the opportunity to maximise the impact of Welsh capital grants, the allocation of new schools secured through the Local Development Plan and the potential to further expand provision through Band C of the Sustainable Communities for Learning Programme (formerly known as 21<sup>st</sup> Century Schools) investment represent significant further opportunities.

Cardiff also continues to have the recommend amount of surplus in the Welsh-medium primary sector, although there are variances in the take up rates across the city. This means that there are pockets of insufficiency and a small number of schools which struggle to attract a consistent number of pupils to support viability.

At secondary, demand for places at transition to Year 7 is high and places have been increased to take account of this as the larger cohort of learner progressing from the primary sector. This, however, was prior to the projected decrease in the overall population. In those primary and secondary schools, work is ongoing to address any anticipated short term temporary increases to accommodate specific enlarged population cohorts to ensure sufficiency of places in the relevant areas. This will be done in the context of a longer-term exercise to identify how large-scale capital investment in the latter half of this WESP can effectively and sustainably support growth.

Going forward, the Council's ambitious Band B Sustainable Communities for Learning Programme (formerly known as 21st Century Schools) will invest £283 million in Cardiff Schools. As the largest school's investment programme in Wales, it will increase the provision and improve the distribution of Welsh-medium nursery and primary school capacity. It will also enhance the community facilities available to support wider childcare needs. The Council anticipates that any investment programmes in schools- such as Band C- will feature large scale investment in the expansion of the secondary Welsh-medium sector.

In order to achieve the ambitious targets, set nationally, and to successfully meet our aspirations of Welsh Language education, there is an urgent need to increase the number of fluent Welsh speaking teachers. This is a national challenge that cannot be overstated and is one which will require a coordinated response from all levels of Government in Wales. The scale of the challenge therefore demands unprecedented levels of collaboration and intervention to ensure that the high quality of Welsh medium education is not diluted and that the amount of Welsh taught across our education system can be enhanced.

### A Welsh Capital City

As a Capital City for Wales, Cardiff is committed to supporting the delivery of Cymraeg 2050, and the Council fully recognises the importance of the education system in meeting this aspiration.

The Welsh in Education Strategic Plan (WESP) therefore sets out Cardiff Council's ten-year plan for increasing and improving the provision of Welsh-medium and Welsh language education. It builds on our achievements to date and sets out the actions we plan to take in order to make all learners in Cardiff confident Welsh speakers.

## **Cardiff's Commitment to Action**

This section of the plan sets out the actions we intend to take as Cardiff Council together with our partners as our collective commitment to achieve the stated outcomes. Under each outcome we have set out some of our most recent achievements together with the current position and the actions we shall take specific to each over the life of this plan.

These overarching actions are split into two five-year periods. The first set of actions are those we expect to prioritise in the first half of the plan which will sit hand in hand with Cardiff Council's 5 Year Bilingual Cardiff Strategy with several shared targets. Many of these will underpin what follows and/or ensure that the actions in the latter five years are well informed and build on a firm understanding of what local communities want from their schools and need to ensure they have the confidence to embrace the language with and for their children's education.

It will also include any actions that are required to secure any capacity necessary to ensure we are able to offer a Welsh-medium place to any family that requests one, along with responding to the need to enhance support following the pandemic to ensure children and young people are able to achieve their potential regardless of the challenges caused by this interruption to their normal learning provisions.

The second five years will include a greater amount of the delivery of permanent capacity which will necessitate statutory consultation and in some cases construction lead in and build times. It will also build on the early wins in terms of language upskilling in the workforce and enable a greater an upscale of the Welsh language taught, used and heard across all schools in Cardiff and in a broader range of social situations and extra-curricular activities.

By the end of this period, we would expect to have both achieved the actions set out in this plan and have a firm understanding of how we plan to progress and build on our achievements to plan for the next WESP to ensure we continue our trajectory as part of the national journey towards a Wales with at least 1 million people that identify themselves as being confident to speak and use Welsh.

## **Next Steps**

Further detail and action plans to enable the implementation of the below actions will flow from the approved strategy ahead of implementation in the latter part of 2022. These action plans will provide greater detail setting out milestones, success indicators, partners aligned to achieving targets set together with information regarding the monitoring and evaluation to support joint partnership working and accountability.

For each outcome we will:

- Agree the range of representation from officers and stakeholders to form a sub-group to create actions plans to drive this work forward.
- Set a timeline for the development of action plans with deadlines and number of meetings

- Revisit the scope of Task and Finish mechanisms to ensure focus and skills to achieve the actions
- Develop action plans including ensuring up to date baselines, refining actions, defining monitoring and evaluation processes.
- Agree communication and reporting mechanisms to the Cardiff Welsh Education Forum
- Enact approved strategy and associate action plans in conjunction with partners to realise the vision set out.
- Review the plan and achievement of actions on an annual basis with reporting back to the WEF and Bilingual Cardiff

In addition to the annual review process outlined in above, we plan to undertake a formal review process after 2 years and potentially amend outcomes as necessary once such updates are received. The reason for this being the wider context within which this plan is being prepared. The range of changes and further information/guidance expected over the next 18 months to 2 years have the potential to impact on the actions and how they are delivered. In the event of any additional targets are added or those set out are amended we will submit a revised plan to Welsh Ministers as stipulated in Regulation 8.

Any proposals which require capital investment will be subject to securing relevant funding streams (Welsh Capital, Sustainable Communities for Learning Programme, LDP together with the Council's own capital investment through its Asset Management funding). If funding is not secured within the designated timeframe, this could result in reprofiling within the plan.

## **Outcome 1 - More nursery children/ three-year-olds receive their education through the medium of Welsh**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Established Cylch Meithrin Pwll Coch which opened in September 2020 and Cylch Meithrin Y Waun Ddyfal which opened in September 2021
- Increased the number of Welsh-medium nursery education places available in maintained community schools.
- Established an active Cardiff Welsh Education Forum Promotion Sub-Group to move work forward in relation to developing further promotion of Welsh-medium education options in the Local Authority Area.
- Flying Start have secured the purchase of 96 Welsh Medium childcare spaces across 5 contracted settings.

Currently 18.5% of nursery children/ three-year-olds taking up a nursery education place in Cardiff receive their education through the medium of Welsh through attending either a maintained community place in a Welsh-medium school or with an approved non-maintained nursery education provider.

According to the Local Authority's Self-Assessment of Service Statement (SSAS) 2021 an average of c12.4% of children aged 0-4 years incl. in registered childcare in Cardiff access a Welsh-medium place (ranging from 6.6% at age 1-2 to 15.5% age 4-5 years). With Flying Start childcare provision, of the 96 Flying Start childcare places currently purchased, 57 places are filled leaving 39 (just over 40%) vacant.

The Council has access to several sources of childcare data including nursery education take up and transition data, the Self Assessment of Service Statement (SASS)<sup>6</sup> and summary data supplied by Welsh Government<sup>7</sup>. However, at present there continues to be duplication of some children that will be registered twice as they attend more than one provision (for example their Welsh-medium nursery education place in a local school followed by wraparound childcare with a separate provider such as a cylch meithrin or other private childcare provider) resulting in a double counting. This along with other inconsistencies in the reporting methods undermines robust planning based on the data sets in their current form. Further work will be needed in the future to ensure an accurate position to inform effective future planning.

Current challenges to the stability and sustainability of the Welsh-medium education and childcare include the recruitment and retention of fluent Welsh speaking staff that are suitably qualified to offer high quality nursery education and childcare provision across the 0-5 age group.

Growth of the Welsh-medium childcare and early years education sector (including Flying Start childcare provision) presents the following risks that will need collective consideration as part of the further expansion of the sector:

- Appointing and retaining effective voluntary Management committee members

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<sup>6</sup> Further information regarding numbers of children accessing Welsh-medium childcare in Cardiff that promote to Welsh-medium education can be found at Annex 1 (page 57)

<sup>7</sup> Welsh Government Childcare data can be found at Annex 1 (page 57)

- Recruiting childcare leaders that are suitably qualified and fluent in the medium of Welsh
- Recruiting teaching and learning assistants and childcare practitioners that are suitably qualified and fluent in the medium of Welsh
- Retaining staff, both leaders and general practitioners

Our targets for the increased provision and take up of Welsh-medium nursery education over next ten years are as set out in the table below<sup>8</sup>:

Numbers and % of 3-year-olds receiving their education through the medium of Welsh									
2022 – 2023		2023 – 2024		2024 - 2025		2025 - 2026		2026 - 2027	
698-740	19.0-19.8%	733-790	19.8-21%	755-826	20.5-22.1%	778-863	21.3-23.3%	803-902	22-24.4%
2027 – 2028		2028 – 2029		2029 - 2030		2030 - 2031		2031 – 2032	
830-943	22.8-25.6%	857-984	23.5-26.7%	883-1024	24.3-27.9%	911-1066	25-29%	931-1090	25.8-30.2%

To achieve this outcome and grow the take up of Welsh-medium nursery education places from 18.5% to between 25-30% of the eligible population cohort in the first 5 years we will:

1. Improve understanding of parents needs and preferences for their children’s education thorough:
  - Conducting and acting on the outcome of a survey to parents asking about what sources they gravitate to for education information from to better focus targeted messages e.g. social media, [Local Authority website](#), [partner websites](#) or word of mouth in conjunction with Bilingual Cardiff<sup>9</sup>
  - Undertaking micro research pilot initiative with Bilingual Cardiff including particular areas of city where take up of Welsh -medium is low and/or within specific under-represented groups/communities (including Black, Asian and Minority Ethnic) to understand the reasons for this together with implementing bespoke promotions from birth to nursery in addition to uplift on general benefits of being bilingual and learning Welsh in conjunction with Bilingual Cardiff<sup>10</sup>
  - Support a pilot initiative by Bilingual Cardiff and partners to work intensively in 2 different areas of the city on two primary schools experiencing a reduction in the number of children seeking a place in reception/nursery class.
  - Explore scope to secure a data sharing agreement with Welsh-medium childcare providers to link up data sources more effectively and remove duplication improving accuracy to support robust planning.

2. Improve communication with parents through:

<sup>8</sup> Further information can be found at Annex 1 (pg 8)

<sup>9</sup> Bilingual Cardiff Strategy 2022-2027 Theme One Objective 1&2

<sup>10</sup> Bilingual Cardiff Strategy 2022-27 Theme One Objective 8



- Implementing pilot project to collect information from parents when registering their child(ren)'s births in order to establish a more direct way of communicating with families, allowing for targeted surveying of new parents to facilitate more effective communications regarding nursery and school options.
  - Development of an information pack to provide parents and carers with high quality accessible information in conjunction with partner organisations regarding Welsh-Medium education and local provision to promote awareness, stimulate interest and support informed decision making<sup>11</sup>
3. Increase in Welsh-medium early years' social opportunities and raise awareness of this provision alongside partners and in conjunction with the Bilingual Cardiff Strategy<sup>12</sup>
  4. Increase the number of Welsh-medium Flying Start childcare places as part of the planned expansion of the programme<sup>13</sup> together with working to stimulate greater take up of the existing Welsh-medium childcare places available through enhanced partnership working with Mudiad Meithrin and health colleagues specific to promotion and further information about the benefits of Welsh-medium childcare and early learning from antenatal onwards.
  5. Increase Welsh-medium wraparound childcare places to support parents accessing the childcare offer in conjunction with our partners through development of new settings and/or expansion and relocation of existing settings to school sites including:
    - Relocate and expand the Cylch Meithrin provision serving Whitchurch to be located on local Welsh-medium school site.
    - Establish a new Welsh-medium sessional care setting at the new Ysgol Gynradd Groeswen Primary School.
  6. Deliver at least 192 new Welsh-medium maintained nursery education places by 2025-2026 through progressing proposals to increase Welsh-medium primary school provision serving:
    - Fairwater, Radyr and Morganstown in the Northwest through delivery of Ysgol Gynradd Groes-wen Primary School to open September 2023.
    - Ely & Caerau in the Southwest of the city to be progressed during the 2022-23 academic year;
    - Trowbridge and St Mellons in the East of the city to be progressed during the 2022-23 academic year.
    - Birchgrove, Gabalfa, Heath and Plasnewydd in the central area of the city to be progressed during the 2022-23 academic year.

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<sup>11</sup> Bilingual Cardiff Strategy 2022-2027 across all themes. Examples include: [Cymraeg for kids | GOV.WALES](#), [For Parents - Meithrin](#), [Adre | Home \(welsh4parents.cymru\)](#)

<sup>12</sup> Bilingual Cardiff Strategy 2022-2027 Theme One, Objective 4

<sup>13</sup> Proposals for expansion of the Cardiff Flying Start have been submitted to the Welsh Government; the outcome of these are awaited at the point of resubmission of the plan (June 2022).

7. Secure funding and appoint/maintain a post of Welsh Education Promotion Officer (across the Southeast Wales Region) in conjunction with Bilingual Cardiff as part of their 2022-2027 Strategy<sup>14</sup> to support research and promotion of Welsh language education and wider social opportunities

Over the next 10-years we will:

8. Develop further Welsh-medium wraparound childcare options to support parents accessing the childcare offer in conjunction with our partners including Mudiad Meithrin through:
  - Undertake a full review of the feasibility of building in space and facilities for delivery of Welsh-medium childcare (such as Cylch Meithrin provision) to be built into each new Welsh-Medium primary school.
  - Undertake a full review of opportunities to building in space and facilities for delivery of Welsh-medium childcare (such as Cylch Meithrin provision) to be built into existing Welsh-Medium primary schools utilising Welsh capital grants.
9. Work with childcare providers, Mudiad and Flying Start Programme to review take up based on revised promotion strategies to continue proactive stimulation of demand designed to support increased take up of Welsh-medium childcare places in both the existing areas and through the planned expansion of Flying Start and other childcare provision across the city.
10. Ensure health and other universal services colleagues are aware of the WESP and are actively promoting consistent messages regarding benefits of being bilingual and are able to dispel myths and concerns to support parents' decision making regarding their child's education.
11. Increase the number of Welsh-medium nursery education places aligned to primary provision by a minimum of 192, to ensure we have appropriate capacity and distribution of places across the city. To be achieved through:
  - establishing nursery classes attached to each new Welsh-medium school/stream developed to serve new LDP communities and
  - delivering additional places at expanded and/or new Welsh-medium primary schools developed through the Sustainable Communities for Learning Programme.

Main partners responsible for implementing actions above include:

- |                                                                                                                                                                                                                |                                                                                                                                                             |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Cardiff Council – SOP, Admissions</li><li>• Flying Start</li><li>• National Day Nurseries Association</li><li>• Cardiff Schools</li><li>• Childrens Services</li></ul> | <ul style="list-style-type: none"><li>• Menter Caerdydd</li><li>• NHS HVs and GP Surgeries</li><li>• RhAG</li><li>• Urdd</li><li>• Mudiad Methrin</li></ul> |
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<sup>14</sup> Bilingual Cardiff Strategy 2022-2027 Theme One, Objective 7

## Outcome 2 - More reception class children/ five-year-olds receive their education through the medium of Welsh

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Undertaken a catchment review and implemented the associated changes from September 2021 to support future growth and sustainability of the Welsh Medium Sector in Cardiff
- Approved development of a new dual stream school (Ysgol Gynradd Groes-wen Primary School) to serve new housing developments in the northwest of the City. This will include one Welsh-medium stream (Category 3<sup>15</sup>) and a dual-language stream where Welsh and English are taught up to 50:50 (Category 2)
- Secured and maximised capital investment in a range of Welsh-medium primary schools to ensure high quality facilities to substantiate temporary expansion solutions.

Currently, 18.0% of Reception children in Cardiff are receiving their education through the medium of Welsh<sup>16</sup>. This is an indication that growth within the Welsh-medium primary sector is on a positive trajectory<sup>17</sup>.

There has been an average growth of c0.25% per year in recent years in the percentage of children entering Reception in Welsh-medium. The below table illustrates that while there has been progress it has not been linear.

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
<b>Welsh-medium</b>	695	747	710	706	683	749
<b>% Welsh-medium</b>	15.9%	17.2%	17.2%	17.0%	16.5%	18.0%

Ensuring sustainable growth of Welsh-medium places and achieving an increase in demand in the context of falling birth rates will require detailed and informed planning. We recognise that more pupils accessing their statutory education through the medium of Welsh is a key tenant not just of the WESP but the national Cymraeg 2050 strategy.

The actions laid out in this outcome will work towards the desired increase in pupils entering Reception at Welsh-medium schools. We recognise that Cardiff is a growing city and while we are proactive in our vision and planning we must also be responsive to the needs of our community in developing a school offer which is robust to withstand the population fluctuations which naturally occur.

<sup>15</sup> Categories are as set out in the Welsh Government's [Categorisation Document](#)

<sup>16</sup> A full list of Cardiff's schools including Welsh-medium, where they are located and take up across the city can be found on the Council's website: [Cardiff schools](#)

<sup>17</sup> More detailed insights regarding the trajectory can be found at Annex 1 (pg 16)

Our targets for the next ten years are as set out in the table below:

Numbers and % of 5-year olds receiving their education through the medium of Welsh									
2022 - 2023		2023 - 2024		2024 – 2025		2025 - 2026		2026 - 2027	
725-765	19.0 – 19.8%	747-792	19.8-21%	785-846	20.5-22.1%	809-885	21.3-23.3%	833-924	22.0-24.4%
2027 - 2028		2028 - 2029		2029 – 2030		2030 - 2031		2031 - 2032	
860-965	22.8-25.6%	889-1010	23.5-26.7%	918-1054	24.3-27.9%	946-1095	25-29%	975-1141	25.8-30.2%

To achieve this outcome and grow the percentage of Reception age children educated through the medium of Welsh from 18% to 27% by 2031 in the first 5 years we will:

1. Undertake research including general parent survey and targeted focus groups in particular areas of city where take up of Welsh -medium is low and/or within specific under-represented groups/communities incl. BAME and FSM to understand the reasons for this together with implementing bespoke micro promotions as appropriate.
2. Make Welsh-medium education the prime option promoted to families seeking an education place in Cardiff by our admissions service and in our admissions guidance literature:
  - All actions for entry to primary consistent with Outcome 1 above.
  - Work with national partners to address systems issues to adjust the ordering of schools at entry to statutory education to raise visibility of Welsh-medium schools when searching for education provision.
3. Develop and implement targeted promotion in conjunction with Bilingual Cardiff designed to stimulate desire and to increase take up of Welsh-medium places in areas with low demand.
4. Actively promote the opportunity to transfer to Welsh-medium education through accessing the primary Welsh-immersion provision to all new in year transfer enquiries for admission to Cardiff schools
5. Enhance the range and promotion of extra-curricular activities and other social opportunities within and outside school in conjunction with Bilingual Cardiff/Welsh Education Forum partners including Menter Caerdydd, Urdd, our school community, local businesses and Welsh speaking volunteers/alumni.
6. Ensure city wide capacity in the primary Welsh-medium sector at 10% over and above the projected intake at reception to support growth and allow for in year admissions and flexibility for transition.

7. Deliver at least 4FE of new Welsh-medium capacity<sup>18</sup> at primary level (with nursery) by 2025-2026 through progressing proposals to increase Welsh-medium primary school provision serving:
  - Fairwater, Radyr and Morganstown in the Northwest through delivery of Ysgol Gynradd Groes-wen Primary School to open September 2023.
  - Ely & Caerau in the Southwest of the city to be progressed in 2022-23 academic year
  - Trowbridge and St Mellons in the East of the city; to be progressed in 2022-23 academic year
  - Birchgrove, Gabalfa, Heath and Plasnewydd in the central area of the city to be progressed in 2022-23 academic year
8. Develop and implement the dual language model (Category 2 provision) where Welsh and English are taught up to 50:50 as a new and exciting option to stimulate further families to opt for an education that offers a greater amount of Welsh than would be spoken/taught in most English-medium schools. To be achieved through continuation of work with strong school leaders delivering education in Cardiff, the consortium and the leadership of the Ysgol Gynradd Groes-wen Primary School to create a learning environment in which all children can flourish in two languages.

Over the next 10-years we will:

9. Undertake focussed monitoring and research of the dual language model to identify successful practice to inform upscaling of the model as appropriate.
10. Use the evidence of success in dual language models (Cardiff and others) to share best practice on the dual language model which could have benefits for other schools across the city and support current English-medium schools consideration of whether they are ready to move along the bilingual continuum to a different linguistic category with a greater amount of teaching and learning offered through the medium of Welsh.
11. Promote school models which offer greater use of Welsh along with the benefits of each in terms of language acquisition and potential to benefit from enhanced Welsh language skills.
12. Deliver the further capacity required to achieve a total of 8 FE new Welsh-medium capacity at primary level (with nursery) across the life of the plan to continue to grow sustainably and meet the needs of communities across the city.

Main partners responsible for implementing actions above include:

- |                                                                                                                                                                                                                                  |                                                                                                                                                                   |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Cardiff Council – SOP, Admissions</li> <li>• Central South Consortium</li> <li>• National Day Nurseries Association</li> <li>• Cardiff Schools</li> <li>• Childrens Services</li> </ul> | <ul style="list-style-type: none"> <li>• Menter Caerdydd</li> <li>• NHS HVs and GP Surgeries</li> <li>• RhAG</li> <li>• Urdd</li> <li>• Mudiad Methrin</li> </ul> |
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<sup>18</sup> Bilingual Cardiff Strategy 2022-2027 Theme One, Objective 9

**Outcome 3: More children continue to improve their Welsh language skills when transferring from one stage of their statutory education to another.**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Implemented a 1FE increase for Ysgol Gyfun Gymraeg Plasmawr from academic year 2020/21 to provide more capacity to meet the projected demand for secondary school Welsh-medium places.
- Undertaken a catchment review with associated changes implemented from academic year 2021/22 to improve the balance between the number of children and number of places serving each area of Cardiff.
- Grown the Welsh Immersion provision to provide for secondary age students and increased the number of young people able to successfully transfer from English-medium primary to Welsh-medium secondary school education.

On average, the net retention rate of Cardiff children who enrolled in a Welsh-medium Reception class, who promote to Key Stage 2, is 93.3%. The net percentage of the Welsh-medium Reception cohort who promote to secondary education is 87.4%. The net percentage of children who promote from Year 6 in Welsh-medium primary education to Welsh-medium secondary classes is significantly higher than in the English-medium sector, where a greater proportion of children promote to schools outside of Cardiff, to independent schools or to other provision<sup>19</sup>.

PLASC data demonstrates that the transition of learners between key stages does not appear to be a significant problem. However, the COVID-19 pandemic and the need for remote learning has presented challenges for schools and families. We are aware that this has had a short-term impact with a small number of families choosing to remove their children from Welsh-medium education. It remains to be seen if there are long term ramifications from the disruption in terms of later transfers at the end of year or at transition points.

There has been a slight increase in the number of in-year transfers from Welsh-medium schools during the pandemic. There has roughly similar numbers of pupils moving out of Cardiff and moving to alternative provision (including elective home education, special school, PRU and private education).

The position relating to children transferring from Welsh-medium schools in year over the past three years is as follows:

Destinations of pupils leaving WM primary and secondary schools in-year

	2018-19		2019-20		2020-21	
Moved out of Cardiff	64	37%	66	36%	61	30%
Transferred to another Cardiff Welsh-medium school	55	32%	48	27%	35	17%

<sup>19</sup> Full Information regarding transition rates year on year at Annex 1(pg 55)

Transferred to a Cardiff English-medium school	42	25%	59	33%	93	47%
Other*	11	6%	8	4%	11	6%
<b>Total</b>	<b>172</b>	<b>100%</b>	<b>181</b>	<b>100%</b>	<b>200</b>	<b>100%</b>

\*Includes Elective Home Education, EOTAS, special school or PRU, private school

It is notable that of pupils who transferred to another mainstream local authority school within Cardiff, there was a significant shift in the split between those remaining in Welsh-medium sector and those transferring to English-medium. We will continue to monitor this in coming years to assess whether this is an isolated event resulting from the challenges of the pandemic or a recurring pattern.

Whilst there has been a number of pupils that have transferred out of Welsh-medium, this is mitigated to an extent by a number of pupils opting to transfer into Welsh-medium from the English-medium sector. Cardiff has a well-regarded and highly effective Welsh Immersion provision. This has seen growing numbers of pupils successfully transfer from English-medium provision and coming to Cardiff from other countries into join new peers in Welsh-medium provision.

Since opening in 2010 the unit has supported 345 children and young people to become fluent Welsh speakers able to transfer into Welsh-medium education<sup>20</sup>.

In addition to the successful provision for late comers to Welsh-medium, the authority has recently used grant funding from the Welsh Government to pilot intensive language acquisition boost provision at each of the three Welsh-medium secondaries to support 29 pupils that were assessed and identified as most likely to benefit from specific input to support progress and retention.

This provision used aspects of the Welsh immersion programme learning content to build pupils skills and confidence to use Welsh with greater ease in their Welsh-medium school environment. This was well received by learners and the schools with a desire to continue input over the coming years at the same time as building skills in the wider workforce in schools in the longer term. A further Glowyi pilot is currently ongoing during the summer term 2022 providing language support to 235 Welsh-medium learners.

Furthermore, as well as the direct delivery of Welsh immersion and boost provision to pupils, Cardiff's Welsh immersion unit has also been very proactive in the development of materials to support latecomers to Welsh-medium in primary and secondary and supported several other Welsh Local Authorities to establish their own provision during 2021-22.

Cardiff is fully committed to the expansion of the Welsh-medium sector, and this includes an increase of the secondary Welsh-medium places in the city. There are a

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<sup>20</sup> Full information regarding the number of pupils that have attended the Welsh immersion unit and transferred into Welsh-medium education in Cardiff can be found at Annex 1 (pg 56).

range of options to expand secondary provision that needs to be considered in the context of city. These include:

- Changing demographic picture with decreasing birth rates.
- Availability of sites that have already seen expanded numbers of children.
- The Local Development Plan often presents some of the best opportunities for growth of provision. The larger LDP sites in Cardiff have been identified as having potential to support expansion of Welsh-medium, but these may not be ready until late into the second half of WESP plan. The Council will bring Welsh medium secondary opportunities forward when the sites are available as part of holistic places planning.
- The distribution and spread of Welsh-medium places at secondary
- Pressures already presenting in existing schools in relation to recruitment and retention of staff in certain subjects and to provide for the growing level of ALN demand in the sector.

Current projections show that there would be sufficient scope to accommodate the foreseeable growth in numbers within the existing secondary schools beyond the birth rate peak early in the current WESP cycle. NHS GP registration data sourced in December 2021 enables the forecasting of city-wide places until 2031/32, at which point total intakes to secondary school are projected to be 15 – 20% below the peak.

This provides the opportunity to work through the appropriate options for growth with the relevant stakeholders. Any longer-term proposals for expansion would be subject to extensive dialogue with the existing Welsh-medium secondary leaders and wider community in order to benefit from both their wealth of experience along with their knowledge of their families and the variables associated with supporting children, young people and their families to progress through Welsh-medium secondary education and beyond.

To achieve this outcome and grow the number of children that continue to improve Welsh language skills when transferring from one stage of their statutory education to another, in the first 5 years we will:

1. Monitor requests for transfer from Welsh-medium schools into the English-medium sector in the city and undertake further research where those that opt out of this sector are coming from a particular area/group to ensure an improved understanding of concerns and ensure appropriate reassurance and support is provided with a view to reconsideration to remain.
2. Keep high levels of progression from Welsh-medium primary to Welsh-medium secondary under constant review.
3. Identify and provide focussed support to schools where transition rates may be a cause of concern and publish resources building on the learning of the intensive language acquisition pilot undertaken in 2021-22 to increase confidence in pupils, along with supporting and reassuring parents/carers regarding transition between phases to encourage retention.



4. Work in close partnership with schools to improve the information available as standard on individual school websites to explain the value placed on developing Welsh linguistic skills, the benefits of being bilingual and up to date information regarding how children and young people are supported in their learning including:
  - Increase signposting to out of school Welsh learning and socialising opportunities to normalise the use of Welsh outside of the school formal learning environment.
  - Support collaboration between primary and secondary schools to produce resources that promotes linguistic progression to parents/carers and provides reassurance to support retention.
  - Ensure that the whole educational journey from nursery to post-16 is clear to families in order to develop further confidence in choosing Welsh-medium including highlighting available support for their child to develop and grow in confidence in using Welsh outside of school.
5. Provide advice, professional learning and resources to English-medium schools to increase the percentage of the curriculum taught through the medium of Welsh and to implement Welsh Across the Curriculum increasing the amount of learning provision offered and enhanced opportunities for Welsh language use.
6. Celebrate and share good practice across Cardiff and the wider Southeast region in a variety of ways e.g., webinars, podcasts, blogs and learning walks.
7. Explore opportunities to propose use of at least one of the two LDP secondary school sites to support an increase the number of Welsh-medium secondary places in Cardiff from 2027 onwards as part of strategic planning and future investment through the Sustainable Communities for Learning Programme <sup>21</sup>.
8. Submit bids (capital and revenue) to secure funding to support the expansion of the Welsh immersion provision (at both primary and secondary levels) to evidence need to increase the number of places available to both by:
  - development of a proactive promotion strategy encouraging consideration of the opportunity to transfer from English-medium and/or dual language model schools to Welsh-medium education at transfer to secondary
  - continued support in the form of intense language acquisition catch up at secondary level as required to enhance learner confidence and provide greater assurance to parents choosing Welsh-medium that their child will have the opportunity to access support if required.
  - pilot a Year 5 form of intense language acquisition boost provision in primary schools with evidenced need ahead of families making decisions regarding secondary education to support confidence to continue in Welsh-medium.
  - develop and deliver workforce training with teaching materials to support Welsh-medium language learning to embed consistent language patterns acquisition utilising proven techniques used in the Welsh immersion provision to improve learners accuracy and confidence.

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<sup>21</sup> Shared ambition reflected in Bilingual Cardiff Strategy 2022-2027 Theme One, Objective 9

9. Work with Welsh-medium primary schools to ensure increased participation in teacher training and in careers fayres to support a greater number of our young people to consider the benefits of and range of opportunities to teach through the medium of Welsh.
10. Increase the provision of Welsh language training for parents who send their children to Welsh-medium schools in conjunction with the Bilingual Cardiff Strategy.

Over the next 10 years we will:

11. Progress strategic plans to increase the permanent capacity of Welsh-medium secondary provision to establish city wide capacity in the sector at 10% over and above the projected intake.
12. Continue to build upon current collaboration with the Welsh-medium secondary sector to provide subject specific professional learning particularly in areas of Welsh-medium practitioner shortage.

Main partners responsible for implementing actions above include:

- |                                                                                                                                                                                                      |                                                                                                                                                                                                               |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>• Cardiff Council</li><li>• Central South Consortium</li><li>• Cardiff Schools</li><li>• Childrens Services</li><li>• Menter Caerdydd</li><li>• CAVC</li></ul> | <ul style="list-style-type: none"><li>• RhAG</li><li>• NHS GP Surgeries</li><li>• Urdd</li><li>• Cardiff Metropolitan University</li><li>• Cardiff University</li><li>• Education Workforce Council</li></ul> |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

#### **Outcome 4 More learners study for assessed qualifications in Welsh (as a subject) and subjects through the medium of Welsh**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Increased the number of young people studying bilingually and through the medium of Welsh at Cardiff and Vale College
- Successfully supported students to access a wide range of GCSE options and courses at post-16 through close collaboration between the three Welsh medium secondary schools enabling students to continue their studies in Welsh.

100% of pupils attending Welsh-medium secondary schools in Cardiff complete GCSE first language or an appropriate first language qualification e.g., Ilwybrau mynediad. All other subjects (bar English Language and Literature) are taught and examined through the medium of Welsh at GCSE. The academic offer includes a variety of subject options for learners to choose with some cross schools working to enhance the range of 14-19 subjects available. Learner outcomes across the three schools are strong. Intakes to Year 7 are increasing consistent with the larger cohorts moving through the system.

At post 16, 100% of A-level pupils attending Welsh-medium secondary schools take their exams through Welsh. Increasing the number choosing to take Welsh as a subject is a target going forward as part of the action planning.

In English-medium/faith secondary school studying Welsh until age 16 a mandatory requirement. Schools will demonstrate that all pupils make progress in developing their Welsh language skills from their starting point. All pupils are encouraged to sit their Welsh GCSE and there are exceptions in a very small minority of circumstances where a case is made on an individual case by case basis for a learner to be disapplied.

In English-medium schools a small number take Welsh as a second language at A-level, again increasing the visibility and benefits of taking Welsh at this level is to for part of the target setting contained within action plans.

Other Post 16 providers in Cardiff such as Cardiff and Vale College have also reported an increase in young people studying bilingually and through the medium of Welsh, including 46 young people studying hair and beauty, and 24 learners studying bilingual BTEC level 3 qualifications. The college noted a major change in learner attitudes towards the Welsh language and being able to see how the language will help them in the future. It is intended that both courses will be promoting through the medium of Welsh only for September 2021.

Clearly, linking with the previous outcome, in order to achieve a greater number of pupils studying for qualifications through the medium of Welsh, it remains essential to prioritise retention of learners that have started in the Welsh-medium primary sector at transition to secondary school.

The provision of online learning and teaching has been vital during the pandemic. Whilst this has come about out of necessity, the upskilling of the workforce and technical competence presents the potential opportunity to explore and deliver a range

of provision and embrace technology as a mechanism for broadening the Welsh-medium curriculum offer available across the local authority.

Cardiff has positive partnership arrangements operating between the three Welsh-medium secondary schools to ensure a broad offer is made available for students continuing to study through Welsh at post 16. This enables a greater range of subjects to be offered beyond those available at any one school.

The enhanced offer was traditionally achieved by operating a common timetable with pupils physically travelling to attend sessions for some subjects on an alternative site. However, where there has been extensive use of online platforms to continue teaching and learning through the pandemic, the schools are planning to build on this to offer the options through a hybrid delivery model this year.

The focus this year is to pursue the trial of the blended learning between the three schools. Cardiff secondary heads have taken the opportunity to meet with those supporting the delivery of the E-sgol project and recognise this is a fast-evolving initiative that may offer benefits to Cardiff learners. Cardiff is committed to looking further at the potential for use of the E-sgol to broaden subject options in addition to those already delivered in both Welsh-medium and English-medium secondary schools.

To achieve this outcome and ensure more learners study for assessed qualifications in Welsh (as a subject) and subjects through the medium of Welsh, in the first 5 years we will:

1. Identify and maximise further resources to expand and invigorate the illustration of the range of careers where Welsh is used thereby stimulating greater take up by young people further into their learning career and encourage a broader use of Welsh beyond the curriculum and qualifications in conjunction with Bilingual Cardiff<sup>22</sup>
2. Undertake focussed research with young people in conjunction with schools, colleges and partners to gain an improved understanding regarding their reasons for selecting their options and what could encourage them to choose A level Welsh.
3. Work with partners across the WEF, Bilingual Cardiff and Cardiff Commitment to highlight the benefits of learning and using Welsh including opportunities for apprenticeships, work experience and/or volunteering opportunities in Welsh-speaking organisations and workplaces that maximise the potential of bilingual speakers.
4. Work with partners to promote the benefits of Welsh and being bilingual with parents / carers along with how they can support pupils' progression even if Welsh is not the spoken language at home.
5. Work with external providers and Welsh Government on any national initiatives to promote Welsh as an A-level subject.

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<sup>22</sup> Bilingual Cardiff Strategy Theme Three, Objective 5

6. Ensure 100% of pupils in Welsh-medium schools continue to take all qualifications (with the exception of English literature and language) through the medium of Welsh at the end of Key Stage 4, including GCSE and equivalent.
7. Continue to work with colleagues in English-medium schools across Cardiff to ensure all pupils are able to undertake Welsh as a second language GCSE or Entry Level Pathway units<sup>23</sup> at the end of Key Stage 4.
8. Work with partners to lobby Qualifications Wales to ensure that the new Welsh GCSE qualifications to support the proposed curriculum offer texts that are more contemporary and more relevant to learners
9. Support schools to plan purposefully to increase the desire, resilience and confidence of secondary school learners to use and grow the Welsh language skills acquired in primary, and work with external partners to promote this.
10. Work with Bilingual Cardiff and partners to support an increase in the number of students studying further and higher education courses through the medium of Welsh<sup>24</sup>.
11. Review the outcome of the blended learning delivery alongside the implementation of the Curriculum for Wales and revisit any further opportunities to make strategic use of Welsh-medium e-learning options such as E-sgol to extend the range of subjects and expand the offer of potential qualifications and learning experiences across Cardiff.

Over the next 10 years we will:

12. Review uptake and completion of A levels in Welsh since the start of the plan and seek young people's feedback to ascertain what factors led to their decision to continue with their studies of Welsh or through the medium of Welsh and their thoughts regarding the impact of the information and resources developed and shared with them.
13. Engage with exam boards to represent the desire for a greater range of courses and qualifications (particularly with regard to vocational learning opportunities) delivered in Welsh-medium to achieve parity with the range available in English.
14. Explore the potential to develop Cardiff online learning modules for delivery to support the development of skills through digital learning in Key Stage 4.

Main partners responsible for implementing actions above include:

- |                                                                                                                                                                      |                                                                                                                                                                                           |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Cardiff Council</li> <li>• Central South Consortium</li> <li>• Cardiff Schools</li> <li>• CAVC</li> <li>• E-sgol</li> </ul> | <ul style="list-style-type: none"> <li>• Cardiff University</li> <li>• Cardiff Metropolitan University</li> <li>• Exam Boards incl WJEC</li> <li>• Education Workforce Council</li> </ul> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

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<sup>23</sup> Entry Level Pathway Units incl 6365, 6366, 6367, 6368 & 6369

<sup>24</sup> Bilingual Cardiff Strategy Theme One, Objective 12

## **Outcome 5 - More opportunities for learners to use Welsh in different contexts in school**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- hosted 'Gyrfa Gymraeg - Ffair Swyddi Gymraeg Caerdydd' led by Bilingual Cardiff to highlight career options and the advantages of working through the medium of Welsh.
- The pandemic has provided a catalyst for more online content in Welsh, including S4C youtube channel for children aged 11-13 and Hansh working with young people to create content.
- Significantly uplifted online learning and socialising opportunities delivered throughout the pandemic and whilst many face to face in person activities have resumed, it continues to supplement this offer with a range of online learning opportunities

Cardiff recognises the value for young people to use their Welsh skills in a variety of contexts to build both enhance their language acquisition and build their confidence in speaking the language in everyday communication to meet the aspirations of Cymraeg 2050. Despite the disruption of the pandemic Cardiff WEF partners have continued to provide enrichment activities through the medium of Welsh in-school, as extra-curricular activities with many moving online where possible during the pandemic.

Within Cardiff, 17 Welsh-medium primary schools have been awarded the [Siarter Iaith](#) Bronze Award with 8 progressing to achieve the silver award by 2021. In secondary, 2 schools have achieved the bronze award.

The Cymraeg Campus scheme has been introduced for schools where the language of instruction is English and as of 2021, 15 primary schools have been awarded bronze with 2 secondary schools piloting the Cymraeg Campus secondary scheme.

Learners attending both Welsh and English medium schools are encouraged to participate in wide range of cultural, social and sporting activities through the medium of Welsh in order to improve their confidence and retain their fluency in the Welsh language including amongst other high level of involvement and representation at Urdd events and social opportunities (Eisteddford yr Urdd, national sports competitions, outdoor pursuits and residential trips) along with in school performing arts productions.

There has been work undertaken by the Bilingual Cardiff partner forum to identify and collate a directory of work experience and volunteering opportunities which require Welsh language skills. Going forward this is expected to be beneficial in exhibiting the value and transferability of Welsh skills beyond the classroom. It is hoped this will bolster Welsh as a thriving part of the culture of Cardiff and vital to the identity of the Capital.

The current position relating to opportunities for learners to use Welsh in different contexts in school and our overriding target for the next ten years are as follows:

Ensure that young people are supported to enjoy and retain their use of and confidence in their Welsh language skills beyond school through ensuring a wide variety of accessible opportunities within Cardiff which will excite, engage and encourage young people thereby contributing to the aspiration for the language to be embraced as a living language in our capital city.

To achieve this outcome and ensure learners have more opportunities to use Welsh in different contexts in school, in the first 5 years we will:

1. Undertake up to date mapping of out-of-school provision in conjunction with other providers to identify gaps and underpin discussions relating to new collaboration / partnerships in order to increase / expand the provision to meet the demand.
2. Undertake focussed engagement activities with young people about what Welsh learning and socialising opportunities they would most like to see, aligned with Cardiff's Child Friendly City commitment including the establishment of a Bilingual Cardiff Youth Forum<sup>25</sup>
3. Undertake research with young people and adults who have previously achieved Welsh fluency but have lost confidence to use it in order to better understand and tackle the challenge of language retention beyond statutory education.
4. Conduct a survey with Cardiff businesses and Welsh-medium school alumni to explore scope to support further alternative opportunities to those already on offer to broaden scope and engage with more niche interests.
5. Undertake an audit of the use of Welsh in all schools in all contexts to inform planning and prioritisation of opportunities offered within Cardiff to children, young people and their families along with the education workforce to increase participation in learning and using Welsh.
6. Provide all schools with a designated consortia officer to support Language Charter and Cymraeg Campus progress focussing on promotion, support, challenge and accreditation of all Cardiff schools to make progress with the Language Charter and Cymraeg Campus Awards.
7. Ensure comprehensive and cohesive promotion of all opportunities offered within Cardiff to children, young people and their families to maximise awareness and increase participation in learning and using Welsh.
8. Secure funding and increase collaboration between the Youth Service and partner organisations including Menter Caerdydd and the Urdd to upscale the range and distribution of opportunities available across Cardiff for young people in conjunction with the Bilingual Cardiff Strategy<sup>26</sup>.

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<sup>25</sup> Bilingual Cardiff Strategy Theme Two, Objectives 1,2&8 and Theme Three, Objective 2

<sup>26</sup> Bilingual Cardiff Strategy 2022-2027, Theme Three, Objectives 2, 3 & 8

9. Prioritise provision, opportunities and access to the arts in Welsh in Cardiff for children, young people and families in conjunction with Bilingual Cardiff Strategy through:
  - Tafwyl
  - Sessions in creative reading and writing<sup>27</sup>.
  - Increase arts collaboration with years 12 and 13 in Secondary Schools and Undergraduates at Cardiff Colleges and Universities.<sup>28</sup>
10. Work with partners to support the initiative in the Bilingual Cardiff Strategy to increase activity with English medium schools installing clubs, holding workshops, and encouraging activities directly with the schools through the medium of Welsh<sup>29</sup>
11. All Cardiff schools participate in Welsh Language Charter accreditation programme (Currently known as Siarter Iaith and Cymraeg Campus), with all schools working to achieve next level by 2027).

By the end of the 10-year plan we will:

12. Evaluate impact of the Language Charter and Cymraeg Campus to support refinement of the schemes over time, especially alongside the implementation of the new curriculum.
13. Provide support to schools in the use of Welsh in schools with high quality Welsh Language, Literacy & Communication professional learning opportunities including bespoke support for individual schools/clusters and opportunities for school-to-school collaboration and peer partnerships as appropriate.
14. Promote children's active participation in cross school partnerships to enhance their enjoyment of using Welsh supporting normalising the language in all settings to cohesion and enhanced desire to interact with the language.

Main partners responsible for implementing actions above include:

- |                                                                                                                                                                                     |                                                                                                                                                                                                              |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Cardiff Council, including Bilingual Cardiff &amp; Cardiff Commitment</li> <li>• Urdd</li> <li>• Menter Caerdydd</li> <li>• CSC</li> </ul> | <ul style="list-style-type: none"> <li>• S4C</li> <li>• Schools</li> <li>• CAVC</li> <li>• University partners, incl Coleg Cymraeg, Cardiff University and Cardiff Met, University of South Wales</li> </ul> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

<sup>27</sup> Bilingual Cardiff Strategy 2022-2027 Theme Two, Objective 8, Theme Three Objective 3

<sup>28</sup> Bilingual Cardiff Strategy 2022-2027, Theme Three, Objective 4

<sup>29</sup> Bilingual Cardiff Strategy 2022-2027 Theme Two, Objective 3



**Outcome 6 - An increase in the provision of Welsh-medium education for pupils with additional learning needs (ALN) (in accordance with the duties imposed by the Additional Learning Needs and Education Tribunal (Wales) Act 2018**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Established a new learning base for up to 20 pupils at Ysgol Pwll Coch
- Extended the designated number for the specialist resource base at Ysgol Glantaf to 30, and taken steps to improve facilities
- Established a primary Wellbeing class at Ysgol Pen Y Groes, offering temporary, dual registered places for up to 8 pupils
- Worked with the three secondary schools to develop a ‘virtual wellbeing base’ operating across the three schools, for up to 18 pupils at risk of exclusion or disengagement

The current position relating to the provision of Welsh-medium education for pupils with additional learning needs (ALN) in Cardiff and our targets for the next ten years are as follows:

The incidence of ALN in the Welsh-medium sector continues to be lower than for Cardiff schools overall:

<b>April 2021</b>	<b>All schools</b>	<b>% of pupil pop.</b>	<b>WM schools</b>	<b>% of pupil pop.</b>
<b>School Action Plus</b>	3045	5.54	320	3.72
<b>Stated</b>	1360	2.48	116	1.35

However, there has been an increase in the number of pupils with significant and complex ALN who choose a Welsh medium education, as evidenced by the growth in demand for specialist provision:

- The learning base at Ysgol Pwll Coch opened 2018-19 with 2 pupils: 9 pupils in 2021.
- The learning base at Ysgol Glantaf catered for 11 pupils in 2016: 24 pupils in 2021

A survey of current need carried out by the Autism Support Team in 2020-21 and identified 21 primary pupils who are likely to need placement in an autism base either on transition to secondary school or at some point during KS2.

Cardiff’s Inclusion team continues to review the provision offered through the Welsh Language. As part of the ALN Strategy a key consideration will be the need to increase and improve the number of fluent Welsh specialist professionals in the workforce able offer available to young people in Welsh with the aim of achieving parity with the English medium offer.

The Inclusion team continue to work alongside admissions and families to ensure parents and carers are aware of the provision and support through the medium of Welsh. This includes regular review of the information provided in the admissions

booklet, options for support set out on the Council's website and through the establishment of Individual Development Plans.

A strategic approach to developing specialist ALN provision has been developed to enable the LA to plan for the future of ALN provision within the Local Authority, to understand our current resource availability and to address need in the medium and long term.

To achieve this outcome and ensure high quality additional learning provision for all pupils in Welsh-medium education who have or may develop additional learning needs

In the first 5 years we will:

1. Further develop the range of professional learning opportunities in relation to ALN to build capacity of the Welsh medium workforce to identify and meet a range of additional learning needs.
2. Continue to support a range of approaches to early intervention and support across all Welsh-medium schools, to ensure equal linguistic opportunity.
3. Provide information and advice for children and young people and their families, ensuring school and council websites include information about how additional learning needs are identified and addressed in our Welsh-medium schools, including information about specialist provision<sup>30</sup>
4. Regularly seek the views of learners and their families about the effectiveness and impact of additional learning provision to 'keep additional learning provision under review'<sup>31</sup>.
5. Monitor requests for transfer from Welsh-medium schools into the English-medium sector in the city and undertake further research where those that opt out of this sector have ALN IDPs in place to ensure an improved understanding of concerns appropriate reassurance and support is provided with a view to reconsideration to remain.
6. Review the impact of the Welsh-medium primary Wellbeing Class and the secondary 'virtual Specialist Resource Base' for pupils with emotional health and wellbeing needs along with considering the learning and implications for future development of specialist provision in the sector.
7. Review Welsh medium 'Stage 3 and Stage 4' provision as part of a city-wide review, to determine how best to further improve early intervention and prevention of ALN.
8. Develop and deliver an increased number of secondary specialist places to be delivered in specialist resource bases located at each Welsh-medium high school

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<sup>30</sup> As outlined in [ALN Code 2021](#)

<sup>31</sup> In line with [ALN Code 2021](#)

with different specialist needs in each base to achieve a level of specialist provision that is on a par with other sectors and responds appropriately to individual need.

9. Develop and deliver an increased number of primary specialist places to be delivered in specialist resource bases in at least three primary schools that promote to the relevant secondary schools.

Over the next 10-years we will:

10. Deliver further ALN SRBs on primary sites as large residential LDP areas develop
11. Work with partners in Health to improve access to therapy support and advice through the medium of Welsh
12. Work with Welsh Government and other partners to improve access to assessments and resources in the medium of Welsh

Main partners responsible for implementing actions above include:

- Cardiff Council
- Central South Consortium
- Cardiff Schools
- NHS services
- Children's Services

## **Outcome 7 - Increase the number of teaching staff able to teach Welsh (as a subject) and teach through the medium of Welsh**

In the period of the previous WESP (2017-2020) Cardiff Council and partners have:

- Enabled 45 school staff to access professional development in Welsh language through a range of opportunities from beginners' courses through to the intensive Welsh Sabbatical Programme with a further three benefitting from 2021-date
- Supported an increased number of Cardiff based staff to be accepted onto the Aspiring Headteacher Programme in 2020/21 which leads to a NPHQ assessment.
- Broadened the WEF membership to include Cardiff Metropolitan University to benefit from their input regarding Initial Teacher Training in Cardiff has been much valued in providing greater insight into potential for and barriers to increasing workforce.

Current targets can only be based on school reported data reflecting the self-assessment of fluency by individual staff members contained within the 'Teaching/working through the medium of Welsh by Local Authority' data sets<sup>32</sup>. However there remain some questions with regard to the accuracy of the data which will necessitate further consideration. On the basis of the data available we would expect to need to increase the workforce by between 8-14%<sup>33</sup> in order to support the increase of places in this WESP.

A significant growth of the workforce able to teach Welsh and through the medium of Welsh is critical in order for Cardiff to succeed in delivering the growth of Welsh speakers through education in our schools and wider learning opportunities.

Cardiff Council recognises that recruiting a sufficient workforce is already presenting challenges across all education sectors. To date, Cardiff has in the main continued to attract both locally and draw in staff from across Wales with challenges most acutely felt in secondary particularly in mathematics and science subjects. However, as the sector expands as part of the national effort to increase the Welsh-medium and enhanced Welsh offered through dual language schools this challenge will become greater across the age ranges. Nationally confidence regarding sufficient resources is currently low.

Ensuring there are sufficient high quality fluent Welsh teachers to staff the increased number of Welsh-medium and dual language school is only a part of this picture. In addition, the enhanced expectations to teach and learn using a greater amount of Welsh in English-medium schools will also necessitate upskilling across much of the teaching and learning workforce.

We are therefore committed to working closely with other LAs in Central South Consortium (CSC) in planning and supporting school staff across all sectors to further improve their Welsh language skills along with Welsh-medium Initial Training Education and Childcare workforce training providers to support an increase of NQTs, learning support staff and childcare practitioners to help reduce the projected

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<sup>32</sup> [Teaching / working through the medium of Welsh by local authority \(gov.wales\)](https://gov.wales/teaching-working-through-the-medium-of-welsh-by-local-authority)

<sup>33</sup> For information setting out how this percentage was reached please see Annex (pg71)

workforce shortage in the future and ensure that collective local WESPs can be implemented effectively to achieve the government target.

Cardiff is fully committed to building upon the information supplied regarding level of language acquisition/fluency reported. Subgroups of the Welsh Education Forum have been agreed to progress the development of detailed action plans under each outcome. This includes a group specific to Workforce Development. The first task of this group in advance of setting targets will be to review the data available and whether there is further work required to refine and ensure a robust baseline.

This group will also consider the recently published Welsh in Education Workforce Plan<sup>34</sup> and any associated resources to inform appropriate targets specific to increasing the proportion of the schools' workforce with language skills at each of the respective levels. Action plans will include clear targets, associated resources and details of how the monitoring and evaluation of progress will be carried out to be ready by December 2022-January 2023.

To achieve this outcome and increase the number of teaching staff able to teach Welsh (as a subject) and teach through the medium of Welsh in the first five years we will:

1. Undertake a central workforce audit to review existing staffing along with consideration of current and future vacancies of teaching and support staff to support recruitment and retention of staff with Welsh language skills including fully fluent teaching and learning staff. This will include:
  - Analysing the outcome of the school workforce census data, the Language Framework data and qualitative evidence sources to support workforce planning and inform design of professional learning programmes which reflect our local workforce needs specific to enhancing Welsh language use in all schools.
  - Undertaking an audit to review and reflect changes in school type/linguistic designation across all phases and plan strategically to support upskilling where required.
  - Monitoring School Development Plans to ensure that leaders demonstrate active consideration of and planning for improvement of the linguistic skills of their school workforce and encourage staff participation in Welsh learning and language acquisition opportunities.
  - Monitoring the number of Welsh-medium applicants that opt to progress into leadership positions on completion of national leadership development programmes and encourage highly qualified practitioners and leaders to remain look for opportunities to maximise their qualifications to the benefit of Cardiff schools and pupils.
2. Review the Welsh Government's Welsh in Education Workforce Plan<sup>35</sup> and seek to implement recommendations as appropriate at a local level to maximise and grow the fluent Welsh teaching and learning workforce, including setting targets for increasing the proportion of the Education workforce with language skills at

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<sup>34</sup> [welsh-in-education-workforce-plan.pdf \(gov.wales\)](#)

<sup>35</sup> [welsh-in-education-workforce-plan.pdf \(gov.wales\)](#)

foundation level, and at intermediate level or higher and reporting on these as part of annual WESPs monitoring.

3. Ensure that schools are accessing available resources to develop Welsh workforce in schools including:
  - Advice, support, and guidance to schools on how to accurately reflect the Welsh language skills of staff through maximising the input of the CSC Welsh in Education Officer.
  - Encouraging and monitoring take up of the new National Centre for Learning Welsh course by teaching staff as another route for developing language confidence within the teaching and learning workforce.
  - Ensuring that all school leadership teams and governors are made aware of the WESP and of the need for bilingual skills and that monitoring the upskilling of their staff is key as part of their governor and CPD training.
  - Ensuring that staff from Welsh medium schools are applying for relevant national leadership development programmes and professional learning opportunities including the Aspiring Headteacher Programme leading to NPQH qualification.
  
4. Work to support growth in the teaching workforce by:
  - Working with external partners to promote initiatives on routes into teaching and share any relevant information with schools continue to provide professional learning and support to NQT (Newly Qualified Teachers) particularly through the role of regional induction mentors.
  - Promoting the multiple routes and incentives for teacher training to supplement the content available through the Education Workforce Council.
  - Developing and co-ordinating a campaign to promote Welsh-medium education and training for further and higher education students in conjunction with Bilingual Cardiff and provider partners, alongside exploring opportunities to fund a Transition Officer to support this work.<sup>36</sup>
  - Developing a localised promotion and recruitment campaign to target the need for further diversity across the teaching and learning workforce, particularly in Welsh speaking workforce to support diversifying the long-term uptake of Welsh-medium and ensuring that all families and pupils feel that their school is reflective of their local community.<sup>37</sup>
  
5. We will support the continuous professional development of staff in terms of the Welsh language through:
  - Working closely with Initial Teacher Education partnerships to support training of fluent Welsh student teachers, including ensuring that Cardiff Welsh-medium schools are identified as lead, training or placement schools.
  - Providing proactive post Welsh language sabbatical support for practitioners and look for opportunities for participants to further use and develop their Welsh language skills in their professional context on a regular basis with a view to

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<sup>36</sup> Bilingual Cardiff Strategy Theme One, Objective 12

<sup>37</sup> Bilingual Cardiff Strategy, Theme One, Objective 13

staff working in provision that is further along the bilingual continuum (i.e., dual language or Welsh-medium schools/settings).<sup>38</sup>

- Upskilling linguistic competence of the current English-medium teaching and learning workforce to ensure they feel confident to support enhanced Welsh language learning with all pupils as part of the new Curriculum Wales offer

Over the next 10 years we will:

6. Evaluate impact of the new National Centre for Learning Welsh course for teaching staff in Cardiff and whether it is proving to be effective as a route for developing language confidence within the teaching and learning workforce.
7. Require the governors of every school to include a report on the Welsh language to celebrate and reflect on enhanced use and development of Welsh skills of pupils and focussed language acquisition opportunities of their teaching and learning staff in their annual report to parents consistent with the Curriculum for Wales 2022
8. Ensure that schools set and report on targets Welsh skills development within school development plans within the context of improving standards to ensure that there is a strong focus on prioritising continuous professional development which includes improving linguistic skills.
9. Intensify work with Higher Education providers together with the CSC to ensure that the Welsh language Sabbatical Scheme is used more strategically to meet the needs of schools especially those where there will be changes in the amount of Welsh taught which will affect the skills needs of staff.

Main partners responsible for implementing actions above include:

- CSC
- ITE providers incl. – Cardiff Met, Open University, Coleg Cymraeg
- Education Workforce Council
- Cardiff Commitment

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<sup>38</sup> Bilingual Cardiff Strategy, Theme One, Objective 13

ANNEX 1

Cardiff 2050 trajectory

2022 – 2031 WESP

August 2021



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## National Policy Context: Cymraeg 2050

In 2017, the Welsh Government published its Welsh language strategy *Cymraeg 2050: A Million Welsh Speakers* in accordance with Section 78 of the Government of Wales Act 2006. The strategy supports 'the promotion and facilitation of the use of the Welsh language'. Its long-term aim is for Wales to have one million Welsh speakers by 2050.

The strategy names Welsh-medium immersion education as the 'principal method for ensuring that children can develop their Welsh language skills, and for creating new speakers' (*Cymraeg 2050: A Million Welsh Speakers*, pg21). Therefore, the availability of Welsh-medium education will be key to meeting the target of one million Welsh speakers.

The national target is to:

- Increase the proportion of each school year group receiving Welsh-medium education from 22 per cent (based on 7,700 seven-year-old learners in 2015/16) to 30 per cent (about 10,500 in each year group) by 2031, and then 40 per cent (about 14,000 in each year group) by 2050.

There is recognition within the strategy that planning will be different for different regions within Wales depending on the characteristics of their populations. It identifies areas with a high population density but lower percentage of Welsh speakers as areas with particular potential for growth.

The Welsh in Education Strategic Plans (Wales) Regulations 2019 require Local Authorities to set a ten-year target outlining the expected increase in Year 1 children who are taught through the medium of Welsh in the local authority's area during the lifespan of a Plan.

This target must be supported by a statement setting out how a Local Authority would achieve the expected increase in the number of Year 1 learners taught through the medium of Welsh during the lifespan of the plan. This is the overarching ten-year target for the 2022 - 2031 WESP.

The methodology employed by the Welsh Government to calculate the target is consistent with the milestones in *Cymraeg 2050* which relate to the increase in the number of learners in Welsh-medium education required to meet the target of a million Welsh speakers by 2050.

The number of learners being taught through the medium of Welsh will vary in each year group; therefore, the target will be based on the number of Year 1 learners (5/6-year-olds), representing the start of statutory education. PLASC data for Year 1 learners represents the most comprehensive dataset available for learners at the earliest stages of primary school education. PLASC is an electronic collection of pupil and school level data provided by all maintained sector primary, middle, secondary, nursery and special schools in January each year; however, in 2021, the data was provided in April.

Local Authorities have been grouped into different categories reflecting the differences (and recognising similar elements) between the 22 authorities. The factors considered when grouping included the percentage of learners taught in Welsh in each area; the models of Welsh-medium education provision adopted by Local Authorities and the linguistic nature of an area.

Cardiff has been placed in 'Group 3' which is described as:

“Between 14% and 19% of Year 1 children in these local authorities were being taught through the medium of Welsh in 2019/20. It may be that Welsh-medium community education is the norm in one/a very small number of areas, but this is the exception not the rule. There is usually a choice between Welsh-medium education and English-medium education.”

The below table sets out the 2019/2020 baseline identified by Welsh Government, and targets set by Welsh Government, for Cardiff:

**Table 1: Cardiff baselines and targets published in the WESP guidance**

	2019/20		2030/31		2030/31	
			Lower Range		Upper Range	
	Number	Percent	Number	Percent	Number	Percent
Cardiff	702	16.9%	1,035	25%	1,200	29%
Wales	7848	23.3%	10415	31%	11690	35%

Numbers on roll (NOR) figures for January 2020 show that there were just under 4,700 children attending Welsh-medium primary schools (4-11 years) in Cardiff and just over 3,200 in Welsh-medium secondary schools (11-18 years). The NOR figures show that the overall proportion of children in full-time Welsh-medium education (age 4-18) in Cardiff was 16% in January 2020.

## Bilingual Cardiff Strategy 2017-2022

Cardiff Council set out its *Bilingual Cardiff: 5-Year Welsh Language Strategy 2017-2022* in 2016. This strategy aims to create 'a truly bilingual Cardiff.' It also aims to contribute to doubling the number of Welsh speakers in Cardiff by 2050 in line with *Cymraeg 2050*.

Included in the strategy's action plan were the targets to:

- Increase the number of students attending Welsh Medium schools by 12.3% by 2022.
- Increase the number of seven-year-olds taught through the medium of Welsh by 1.2%, from 15.2% in January 2016 to 16.4% by 2020.

An integral part of the Bilingual Cardiff Strategy was the Welsh in Education Strategic Plan 2017-2020 (WESP), which focused on growth and provision of Welsh-medium education.

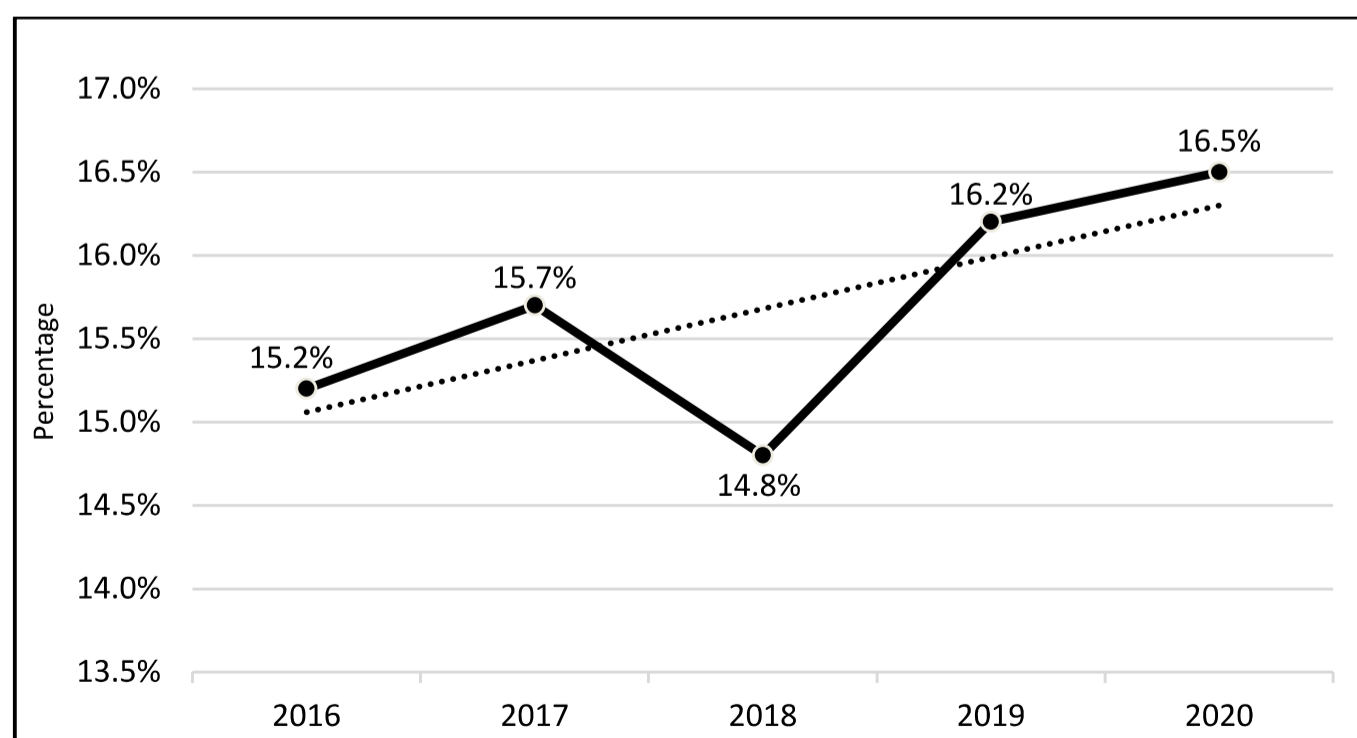
Of the 2017-2020 WESP's seven strategic outcomes, Outcome 1 looked at the provision of Welsh-medium places in Cardiff and added an extra target to the two set out in Bilingual Cardiff:

- Increase the number of Reception aged children entering Welsh-medium education each year.

Of the three targets set out in the Bilingual Cardiff Strategy and the WESP, two have already been met.

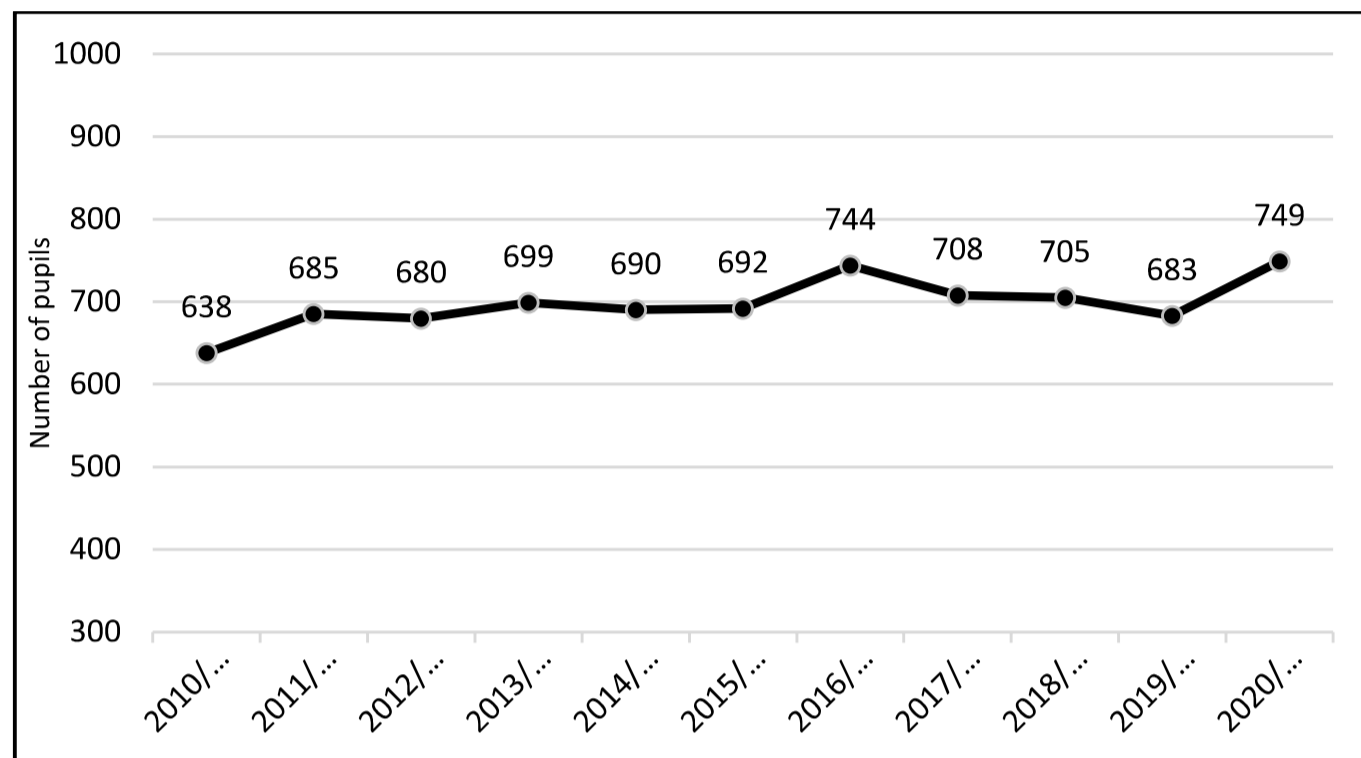
The NOR figures for January 2020 show that 16.5% of seven-year-olds in Cardiff were taught through the medium of Welsh. The percentage fluctuates between 2016 and 2020, with a drop in 2018, but the overall trend is a rise in seven-year-olds taught through the medium of Welsh.

**Figure 1: Percentage of seven-year-olds in Welsh-medium education**

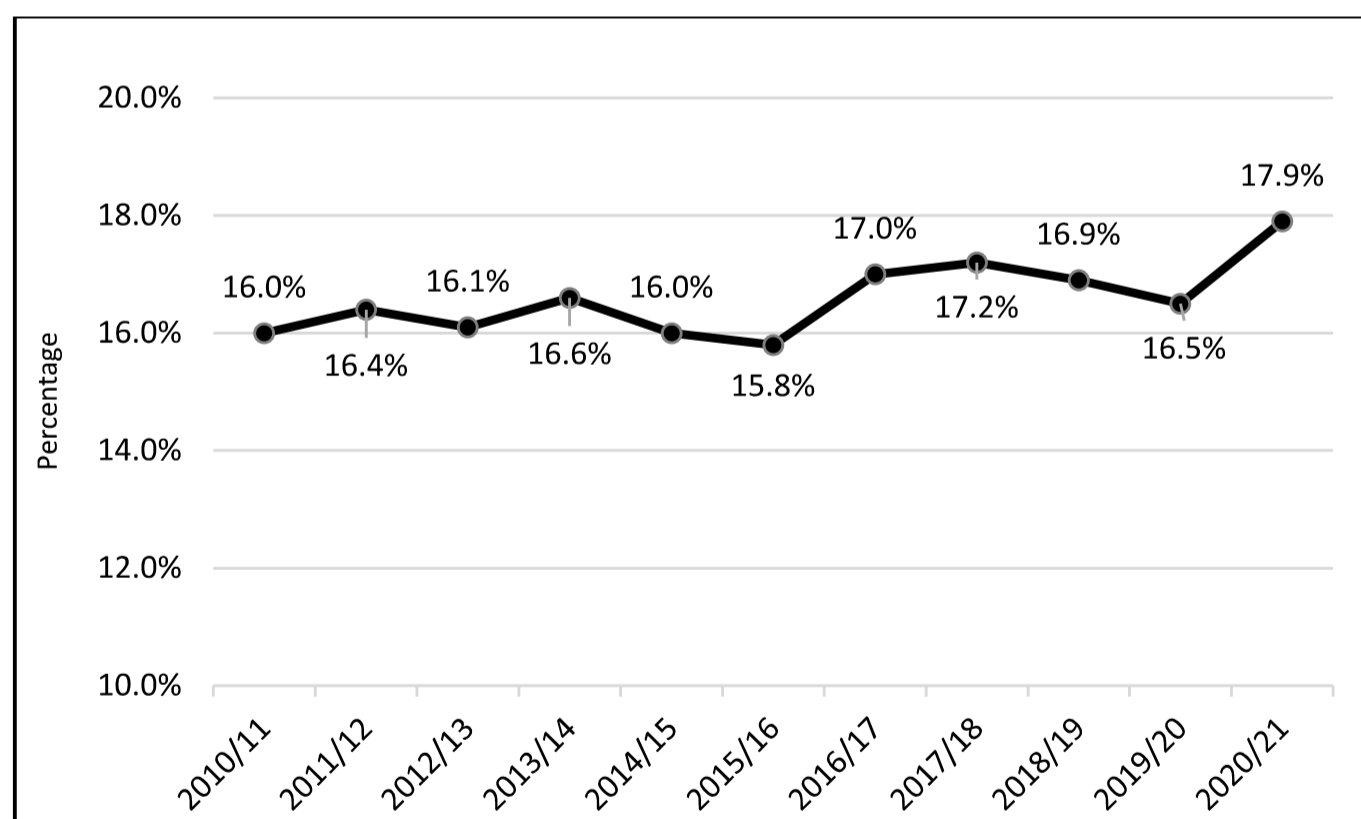


The number of Reception age children entering Welsh-medium education has fluctuated between 2010 and 2020, although the overall trend is a slow increase. However, this may be because of changes in the number of children in each cohort, and also changes in preference for Welsh-medium. Looking at the percentage of Reception age children in Welsh-medium education there are still fluctuations from year to year, but the overall trend is a steeper increase.

**Figure 2: Intake to Reception in Welsh-medium schools in Cardiff (PLASC data)**



**Figure 3: Percentage of Reception age children in Welsh-medium education in Cardiff (PLASC data)**



The third target to increase pupils attending Welsh-medium schools by 12.3% was set for 2022. 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.

In order to contribute to Cymraeg 2050 new targets need to be set, this document will look at the existing provision in Cardiff and what actions can be taken to help meet the Welsh Government target of one million Welsh Speakers.

## Background data

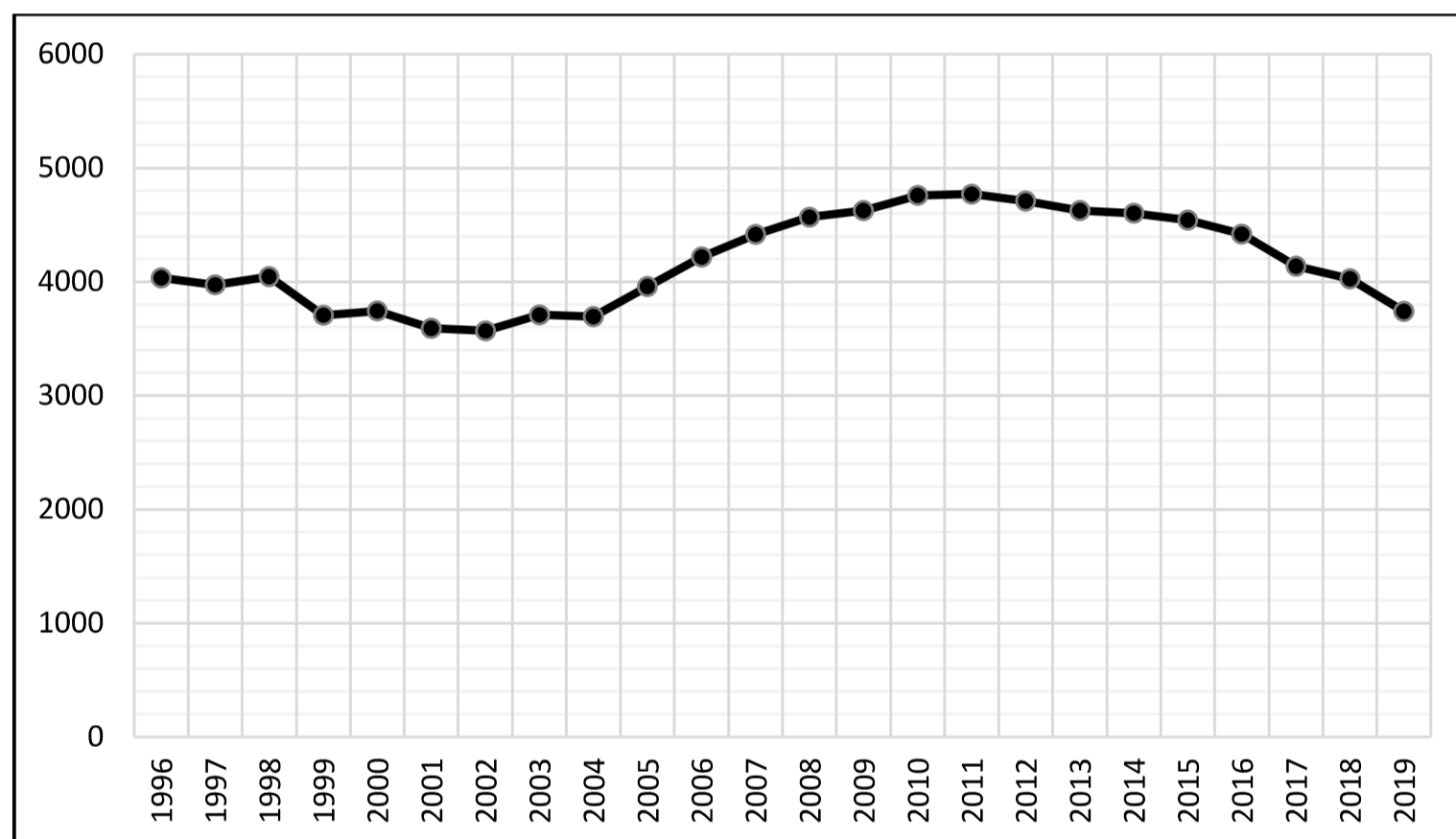
### Recent population cycle

Birth rates in Cardiff have fluctuated significantly in recent history. Population data published on the Welsh Government (Stats Wales) website indicates a cyclical pattern over the past 25 years.

Figure 7 below shows that the number of births fell between 1996 and 2002, at which point the number had fallen to 3,569. In school place planning terms, this equates to 119 Forms of Entry (FE).

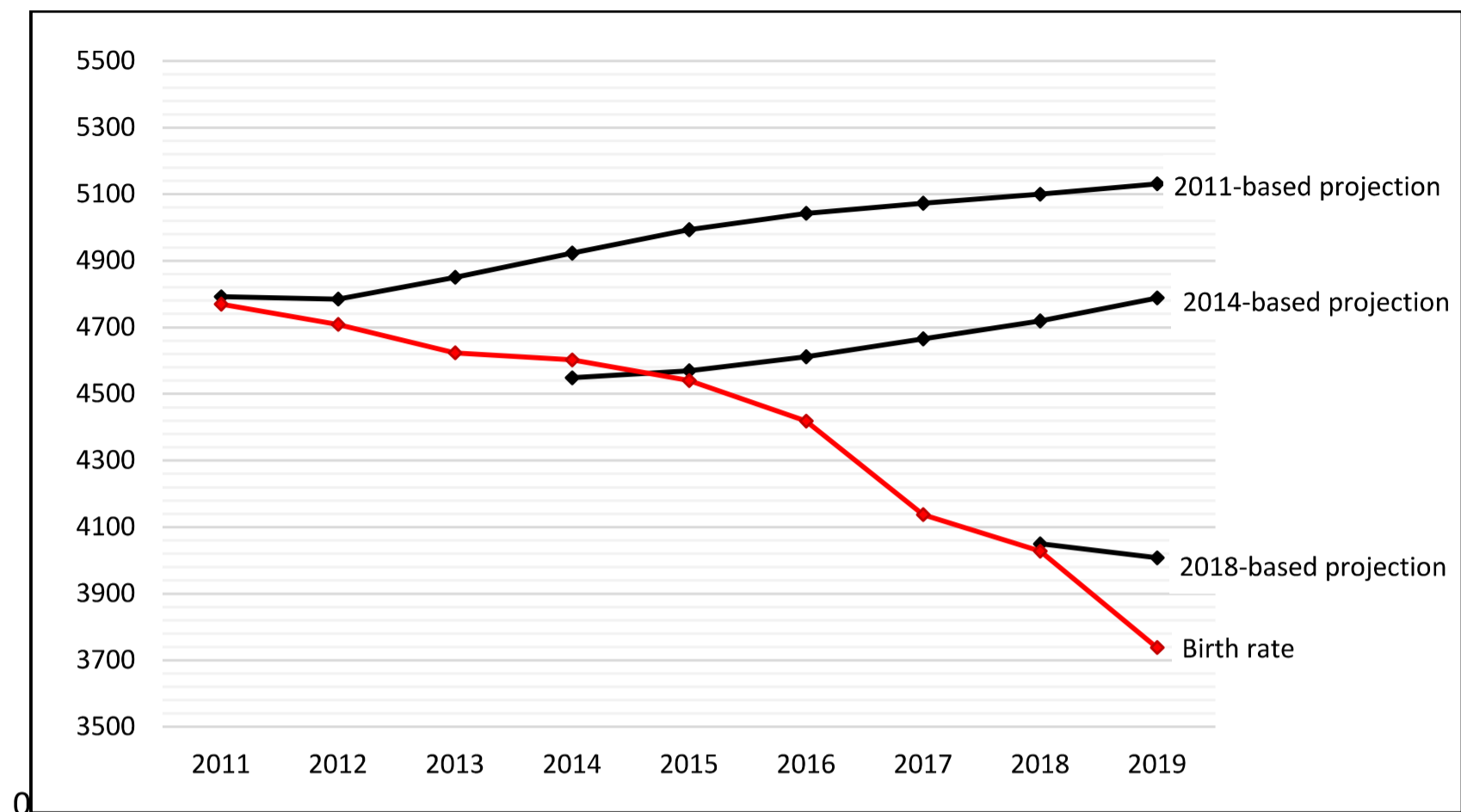
A period of growth followed until a peak of 4770 (159 FE) in 2011, an increase of over 33%. Births started to fall in 2012 and have been decreasing since. Following this pattern, it is more likely that we will continue to see rises and falls in the birth rate rather than a more linear increase over time.

**Figure 4: Births in Cardiff 1996 – 2019 (Stats Wales)**



This cycle observed in Cardiff's birth rate data differs to the population projections published by Welsh Government in 2011 and 2014, and also differs to the most recent 2018-based projections published in 2020:

**Figure 5: Welsh Government projections for number of 0-year-olds compared with the birth rate**



The Welsh Government has set number and percentage targets for Cardiff which are based on a 2030/31 population in the relevant cohort of c4,140 children. However, analysis of the most recent population data published by the Welsh Government, indicates a lower projected population.

The Council collects GP registration data from the NHS each year which indicates that the birth rate in Cardiff 2020, when published, will be lower than the birth rate projected by the Welsh Government. Any short- or medium-term targets set in Cardiff must therefore take account of the most recent birth rate data available.



## School capacity and surplus places

Currently Welsh-medium provision makes up approximately 16% of school place capacity (age 4-18) in Cardiff.

Approximately 18% of primary school (age 4-11) and 15% of secondary school (age 11-18) places are provided through the medium of Welsh. When considering only community schools (i.e., excluding faith-based schools which are solely through the medium of English in Cardiff), approximately 20% of primary school (age 4-11) and 23% of secondary school (age 11-18) places are provided through the medium of Welsh.

The School Organisation Code notes the following in respect of surplus places:

*“Some spare places are necessary to enable schools to cope with fluctuations in numbers of pupils, but excessive numbers of unused places that could be removed mean that resources are tied up unproductively. Where there are more than 10% surplus places in an area overall, local authorities should review their provision and should consider whether to make proposals for their removal if this will improve the effectiveness and efficiency of provision.*

*It should not normally be necessary to provide additional places at schools when there are others of the same type with surplus places within a reasonable distance. However, proposals to increase the number of places in response to demand for a particular type of provision, e.g., Welsh medium, may still be appropriate; particularly if effective provision of school places is planned for the local authority area.”*

### Primary Schools - Capacity

The current Published Admission Numbers (PANs) for entry to Reception year in each primary school provides the most appropriate measure of capacity, for admitting pupils to school, in the primary age range. This is because some schools may be part way through a phased change, to increase or decrease total capacity, following the implementation of a proposal.

Table 2 below shows the total number of Forms of Entry (FE) for English-medium community, English-medium faith based and Welsh-medium for Reception in 2020/21.

**Table 2: Total forms of entry for Reception in 2020/21**

	<b>Total FE</b>	<b>Percentage</b>
English-medium community	101.7	64.4%
English-medium Faith based	28.4	18%
Welsh-medium	27.9	17.6%
<b>Total</b>	<b>158</b>	<b>100%</b>

As of September 2020, 17.6% of primary provision in Cardiff was Welsh-medium.

Table 3 shows the latest numbers on roll (NOR) data, taken from April 2021. At that time, 16.1% of children on roll in mainstream primary schools in Cardiff were in Welsh-medium education.

**Table 3: NOR for primary schools in April 2021 (PLASC 2021)**

	<b>NOR</b>	<b>Percentage</b>
English-medium community	19,422	66.3%
EM Faith based	5,144	17.6%
Welsh-medium	4,707	16.1%
<b>Total</b>	<b>29,273</b>	<b>100%</b>

The number of pupils entering Welsh-medium primary education in Cardiff has been rising steadily for the last ten years and provision has increased accordingly. Since 2010, Cardiff has increased permanent capacity as follows:

**Table 4: Increased capacity at entry to primary education, 2012-2021**

<b>Year</b>	<b>School(s)</b>	<b>Change</b>	<b>Net capacity change</b>
2012	Ysgol Gymraeg Melin Gruffydd	Expansion from 1.5FE to 2FE*	+0.5FE
2013	Ysgol Gymraeg Treganna	Expansion from 0.8FE to 3FE	+1.2FE
2013	Ysgol Tan Yr Eos	Closure of 1FE (linked proposal)	
2016	Ysgol Y Wern	Expansion from 2FE to 2.5FE*	+0.5FE
2016	Ysgol Gymraeg Hamadryad	New school established initially at 1FE	+1FE
2017	Ysgol Glan Morfa	New build & expansion from 1FE to 2FE	+1FE
2018	Ysgol Glan Ceubal	New build & expansion from 0.9FE to 1FE	+0.1FE
2017	Ysgol Gymraeg Hamadryad	New build & expansion from 1FE to 2FE	+1FE
2019	Ysgol Y Wern	Expansion from 2.5FE to 3FE*	+0.5FE
<b>2012-2021</b>	<b>Primary capacity increase:</b>		<b>5.8FE</b>

- Denotes temporary enlargement ahead of permanent increase

Overall, the number of Welsh-medium forms of entry in Cardiff increased by 5.8FE in the period 2010-2020.

**Figure 6: Forms of entry and Reception NOR (January) in Welsh-medium education from 2010/11 - 2020/21**

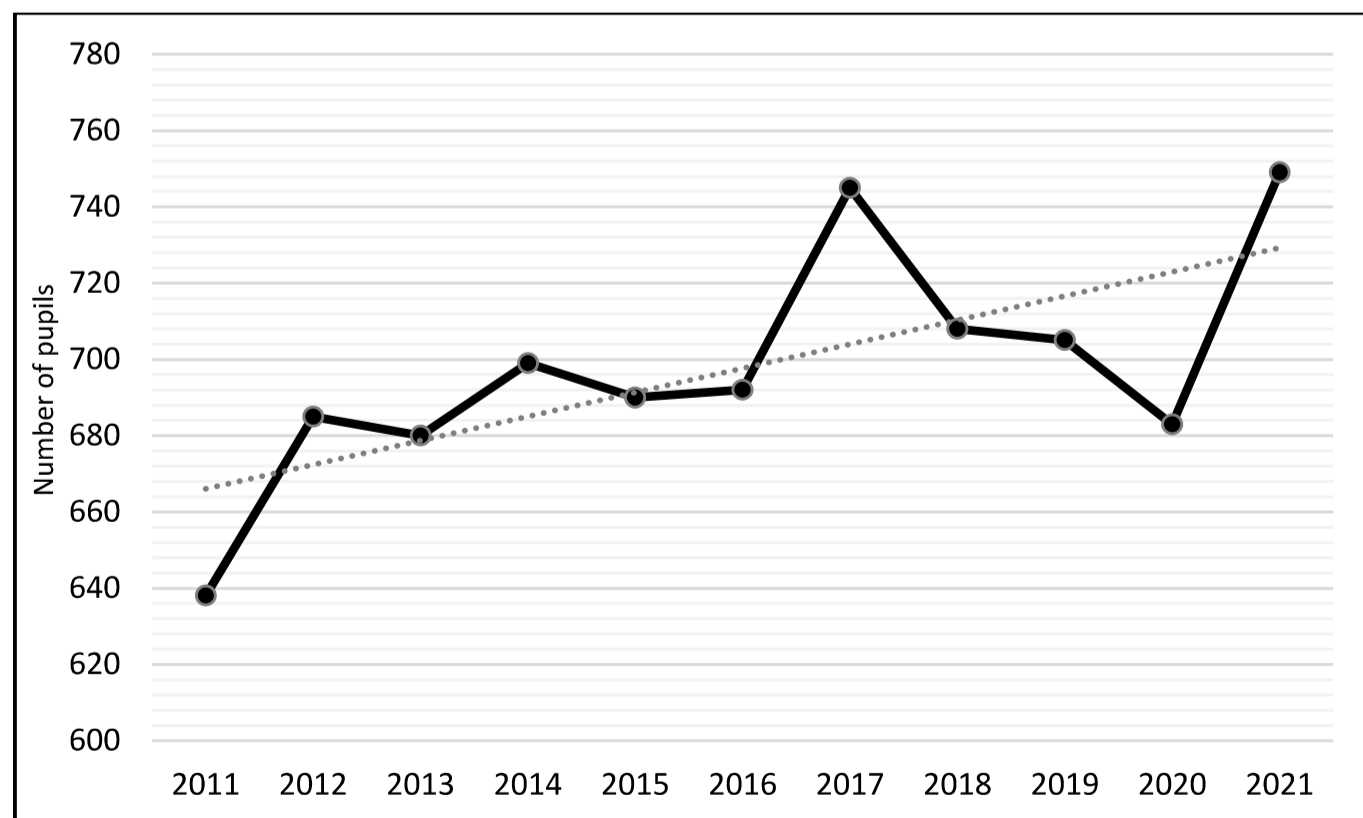


**Primary Schools – Recent numbers on roll and surplus places**

Overall, the number of pupils taking up Reception places in Welsh-medium schools has increased from 638 (21.3FE) in January 2011 to 749 in January 2021. Commonly, the number of children allocated Reception places in Welsh-medium schools is higher in the autumn term but reduce by the January PLASC date.

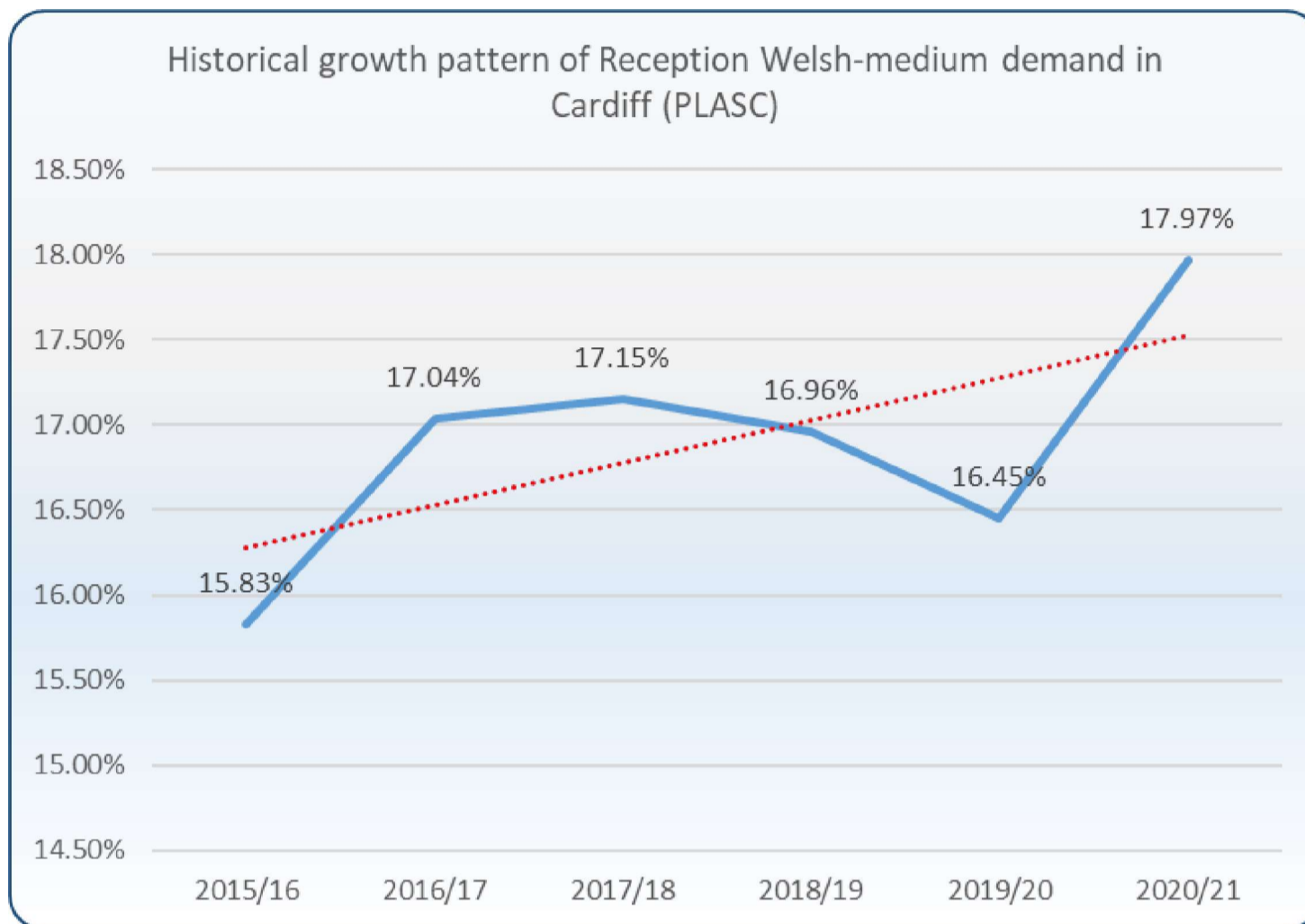
The overall increase has not been steady, with numbers rising in some years and falling in others, but the trend has been a rise in Welsh-medium pupil numbers over the ten-year period.

**Figure 7: Intake of pupils to Welsh-medium schools in Reception (January PLASC data)**



The percentage of Reception pupils in Welsh-medium education follows a similar pattern with increases in some years and decreases in others, but with an overall rise in the percentage over the ten years.

**Figure 8: Percentage of pupils entering Reception in Welsh-medium schools**



The annual percentage rise between 2015 and 2021 was 0.25%. Therefore, it is reasonable to project that demand would continue to rise at a similar rate for the next ten years. Projections are the predicted percentages if the current patterns and trends, relative to the population, continue.

Overall, the number of children enrolling in Welsh-medium Education has steadily increased and a sustainable level of surplus places city-wide of over 10% has been maintained each year over the period 2016-2021. This surplus has ensured that the Council is able to admit all children who wish to enrol in Welsh-medium education. However, the level of surplus varies throughout the city.

## Secondary Schools - Capacity

The table below shows the total number of Forms of Entry (FE) for English-medium community, English-medium faith based and Welsh-medium for Year 7 in 2020/21.

**Table 5: Total Forms of Entry for Year 7 in 2020/21**

	<b>Total FE</b>	<b>Percentage</b>
English-medium community	85.5	61.6%
English-medium faith based	32.3	23.3%
Welsh-medium	21	15.1%
<b>Total</b>	<b>138.83</b>	<b>100%</b>

Currently 15.1% of secondary provision in Cardiff is through the medium of Welsh.

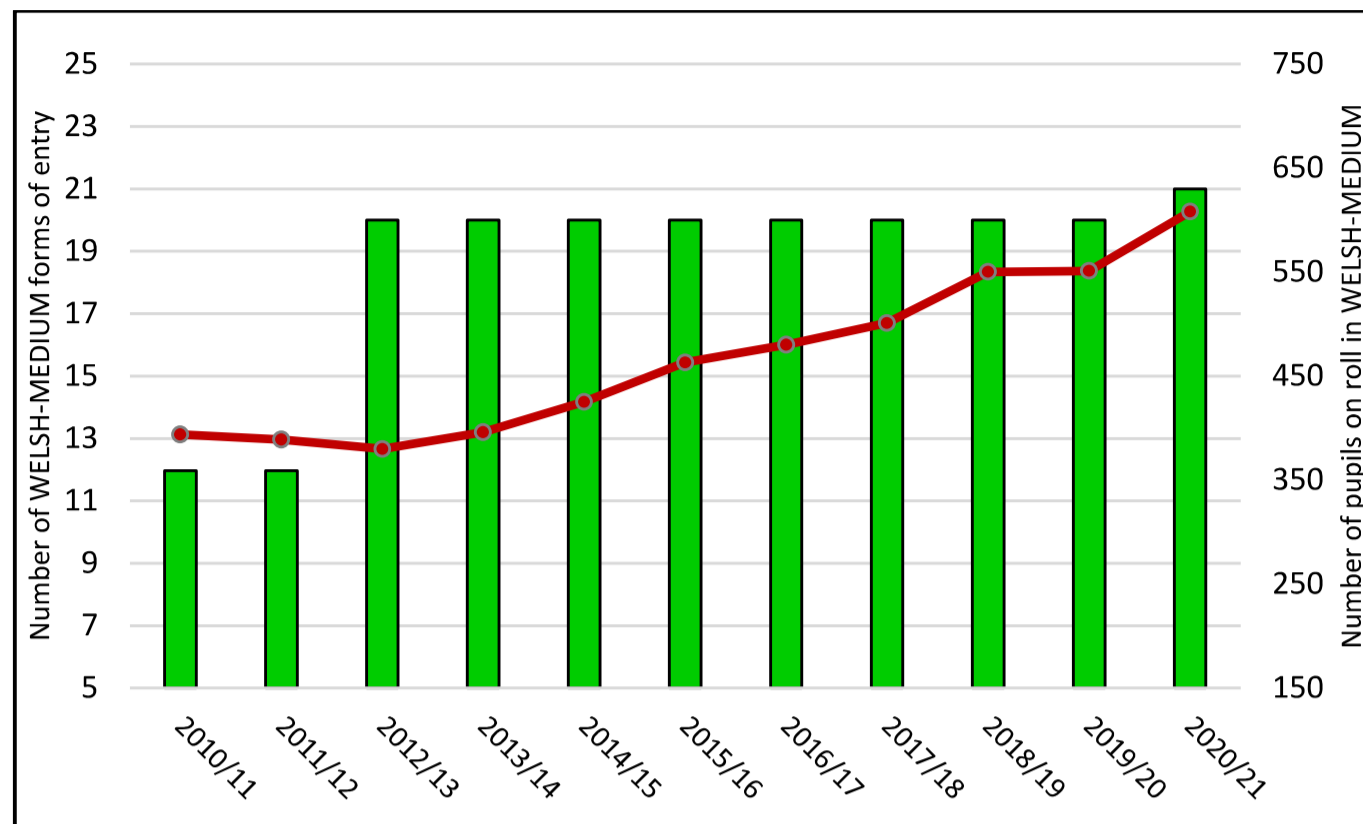
The latest NOR data from April 2021, in Table 6, shows that 15% of children on roll in mainstream secondary schools in Cardiff are in Welsh-medium education.

**Table 6: NOR for secondary schools (age 11-18) in April 2021**

	<b>NOR</b>	<b>Percentage</b>
English-medium community	13,496	60.5%
EM faith based	5,457	24.5%
Welsh-medium	3,356	15%
<b>Total</b>	<b>22,309</b>	<b>100%</b>

Provision of secondary Welsh-medium education in Cardiff increased significantly by 6FE between 2011 and 2012, with the opening of Ysgol Gyfun Gymraeg Bro Eder, taking total capacity from 14FE to 20FE. Capacity was further increased by 1FE at Ysgol Gyfun Gymraeg Plasmawr in 2020 to accommodate all pupils wishing to enrol in Welsh-medium secondary education, whilst retaining a sustainable level of surplus places.

**Figure 9: Forms of entry and NOR for Year 7 in Welsh-medium education from 2010-2020**



### **Secondary Schools – Recent numbers on roll and surplus places**

Overall, the number of children promoting to Welsh-medium secondary education has steadily increased from 394 (13.1FE) in January 2011 to 601 (20FE) in April 2021. The Council has been able to admit all children who wish to promote to Welsh-medium secondary education, firstly through arrangements to enlarge Ysgol Gyfun Gymraeg Glantaf and Ysgol Gyfun Gymraeg Plasmawr and then to establish Ysgol Gyfun Gymraeg Bro Edern.

The level of surplus places reduced over an extended period following the establishment of Ysgol Gyfun Gymraeg Bro Edern in 2012, from 36.6%% surplus in 2012/13 to 8.3% by 2018/19. The respective growth of Bro Edern, and reduced intakes to Ysgol Gyfun Gymraeg Glantaf, created organisational and financial difficulties for each school.

## Proposed changes to school capacities: 2021 - 2025

The following permanent changes to school capacities have been agreed and will be implemented in the period 2021-2025:

- The expansion of St Mellons Church in Wales Primary School from 0.5FE to 1FE
- The consolidation of Allensbank Primary School, from 1.5FE to 1FE
- The establishment of a 2FE entry dual stream primary school to serve the early phases of the Plasdŵr development.
- The expansion of Cantonian High School from 6FE to 8FE
- The consolidation of Willows High School from 7.4FE to 6FE
- The expansion of Radyr Comprehensive school from 7FE to 8FE

The Council has agreed to consult on the following permanent changes to school capacity:

- The expansion of Pentyrch Primary School from 0.7FE to 1FE

The following permanent changes to school capacities are planned within Cardiff's Sustainable Communities for Learning (formerly known as 21<sup>st</sup> Century Schools) Band B programme in the period 2021-2025:

- The expansion of Cathays High School from 5.5FE to 8FE
- The expansion of Cardiff High School from 8FE to 10FE
- Increased places to serve the Ysgol Gymraeg Nant Caerau catchment area by 1FE
- Increased places to serve the Ysgol Pen Y Pil catchment area by 1FE

The Council has also achieved Welsh Government Capital Grant funding for the expansion of Welsh-medium provision as follows:

- Increased places to serve the Ysgol Mynydd Bychan catchment area by 1FE

The primary school proposals would increase English-medium provision by 1.3 FE and Welsh-medium provision by 4FE, which would increase the total number of Forms of Entry (FE) for Welsh-medium for Reception to 19.5% of available provision by September 2025.

**Table 7: Total Forms of Entry for Reception by September 2025**

	<b>Total FE</b>	<b>Percentage</b>
English-medium community	103FE (+0.8FE)	62.9%
English-medium Faith based	28.9 (+0.5FE)	17.6%
Welsh-medium	31.9 (+4FE)	19.5%
<b>Total</b>	<b>163.8 (+5.3FE)</b>	<b>100%</b>

The secondary school proposals would increase English-medium provision by 6.1 FE, which would proportionally reduce the total number of Forms of Entry (FE) at entry to

Welsh-medium secondary education to 14.5% of available provision by September 2025

**Table 8: Total Forms of Entry for Year 7 by September 2025**

	Total FE	Percentage
English-medium community	91.6 (+6.1FE)	63.2%
English-medium faith based	32.3 (No change)	22.3%
Welsh-medium	21 (No change)	14.5%
Total	144.9 (+6.1FE)	100%

**Table 9: Cohort transition patterns based on 3-year weighted average of PLASC 2019-21 data**

% Cohort transition as total pupil populations	Welsh-medium education	English-medium education
Rec -Yr1	98.4%	100.5%
Yr1 - Yr2	97.3%	100.0%
Yr2 - Yr3	97.4%	100.7%
Yr3 - Yr4	98.4%	100.2%
Yr4 - Yr5	97.5%	100.1%
Yr5 - Yr6	98.7%	100.1%
Yr6 - Yr7	98.9%	88.8%
Yr7 - Yr8	98.4%	100.4%
Yr8 - Yr9	98.9%	99.9%
Yr9 - Yr10	98.9%	100.4%
Yr10 -Yr11	98.3%	96.9%
Reception to KS2	93.3%	101.2%
Reception to Yr7	87.4%	90.2%



## Cardiff Welsh Immersion

Table 10: Welsh Immersion Latecomers Provision Take Up 2010-2021

BI Academaidd Academic Year	CS/FP	CA2/KS2	CA3/KS3	Cyfanswm/ Total	Wedi Trosglwyddo'n/ Barhoal/ Permanently Transferred
2010-11	6	2	0	8	8
2011-12	13	3	0	16	15
2012-13	17	5	1	23	23
2013-14	14	4	3	21	21
2014-15	11	10	1	22	22
2015-16	11	12	1	24	21
2016-17	16	13	6	35	31
2017-18	16	11	4	31	30
2018-19	17	7	11	35	31
2019-20	9	12	26	47	39
2020-21	12	17	17	46	39
2021-22	17	14	6	37	

Total number in 2021-22 Secondary Pilot Catch-up Model 1&2 is 29 across three schools.

Total number of pupils on the 2022 Secondary Gloywi Pilot registers since March across the three schools is 235.

## Childcare

### Self Assessment of Service Statement (SASS) 2021 Data

The following tables are taken from the Cardiff SASS and show the self-reported numbers accessing various childcare services across Cardiff. Some families will be registered with more than one provision in addition to those accessing education over and above the childcare attended.

#### Attendance by age (all; Welsh medium number and %)

Table 11: Children on the books by age, all provider types

Cardiff; all provider types	All	Welsh medium (number)	Welsh medium (%)
Under 1	268	21	7.8
1 year	1184	81	6.8
2 years	2126	259	12.2
3 years	2000	282	14.1
4 years	1640	254	15.5
5 - 7 years	1971	259	13.1
8 - 11 years	1694	178	10.5
12 to 14	44	0	0.0
15 to 17	24	0	0.0
<b>Total</b>	<b>10,951</b>	<b>1334</b>	<b>12.2</b>

NOTE: This figure does not match the total number of children on the books by attendance type (10,828). There are 128 more children reported by age than by attendance type.

#### Attendance by attendance type (all; Welsh medium number and %)

Table 12: Children on books by attendance type (all providers; all NPAs)

Attendance type	Number of children	Welsh medium (number)	Welsh medium (%)
Full time	1,368	143	10.5
Part time	8,632	1013	11.7
Ad Hoc	828	132	15.9
<b>Total</b>	<b>10,828</b>	<b>1,288</b>	<b>11.9</b>

### 1.1. Childminders – Welsh medium (n = 4)

Table 13: Number of children attending, by age

Under 1	0
1 year	4
2 year olds	3
3 year olds	3
4 year olds	1
5 - 7 year olds	11
8 – 11 year olds	21
12 – 14 year olds	0
15 – 17 year olds	0
<b>Total</b>	<b>43</b>

### 1.2. Childminders – Welsh medium

Table 14: Children attending, by attendance type

Full time	8
Part time	35
Ad hoc	0
<b>Total</b>	<b>43</b>

### 2.1. Full daycare – Welsh medium (n = 13)

Table 15: Number of children attending, by age

Under 1	21
1 year	77
2 year olds	199
3 year olds	205
4 year olds	144
5 - 7 year olds	64
8 – 11 year olds	25
12 – 14 year olds	0
15 – 17 year olds	0
<b>Total</b>	<b>735</b>

### 2.2. Full Daycare – Welsh medium

Table 16: Children attending, by attendance type

Full time	103
Part time	487
Ad hoc	63
<b>Total</b>	<b>653</b>

### 3.1. Sessional care – Welsh medium (n = 4)

Table 17: Number of children attending, by age

Under 1	0
1 year	0
2 year olds	57
3 year olds	66
4 year olds	28
5 - 7 year olds	0
8 – 11 year olds	0
12 – 14 year olds	0
15 – 17 year olds	0
<b>Total</b>	<b>151</b>

### 3.2. Sessional care – Welsh medium

Table 18: Children attending, by attendance type

Full time	24
Part time	127
Ad hoc	0
<b>Total</b>	<b>151</b>

### 4.1. Out of school – Welsh medium (n =5)

Table 19: Number of children attending, by age

Under 1	0
1 year	0
2 year olds	0
3 year olds	8
4 year olds	81
5 - 7 year olds	184
8 – 11 year olds	132
12 – 14 year olds	0
15 – 17 year olds	0
<b>Total</b>	<b>405</b>

### 4.2. Out of school – Welsh medium

Table 20: Children attending, by attendance type

Full time	8
Part time	364
Ad hoc	69
<b>Total</b>	<b>441</b>

Note: data supplied by Welsh medium out of school provision does not reconcile when comparing “children on the books by age” to “children on the books by attendance type”

The Council provides the majority of its Welsh-medium nursery education places in nursery classes on the sites of primary schools or integrated childrens centres. In recent years the Council has funded education places where there are insufficient places available in schools within two miles of a child's address, the majority of which have been for rising 3 children who later enrol in a funded education place in a school nursery class.

Analysis of the number of children funded places, who have since promoted to primary education, indicates that only 12 children in the 2021/22 Reception cohort attended Cylch meithrin for funded nursery education as a rising 4, and 22 attended as rising 3.

Summary data supplied by Welsh Government below provides percentage data for learners promoting to Welsh-medium education which varies from 57% at CM Creigiau to 100% at five settings which provide wrap-around childcare. However, this summary data does not provide sufficient information to plan school places as the proportion of children enrolled in Cylch Meithrin provision for childcare and a school-based place cannot be extracted.

The council sources pre-school birth rate data from the local NHS trust which allows for robust school place planning. Further work will be undertaken by Cardiff's Outcome 1 working group to align datasets and to seek a data-sharing agreement to accurately track individual pupil destinations.

Enw Cylch	2020-21			
	Cyfanswm Plant Trosglwyddodd i Ysgol	Nifer Trosglwyddodd i Addysg Gymraeg	Nifer Trosglwyddodd i Ysgol Saesneg	% Trosglwyddodd i Addysg Gymraeg
CAERAU (TRELAI YR AIL GYNT)	17	15	2	88.24%
CREIGIAU	35	20	15	57.14%
GRANGETOWN A'R BAE	17	17	0	100.00%
MAES Y MORFA	6	6	0	100.00%
NANT LLEUCU	15	11	4	73.33%
Pen y Groes (Blodau Bychain gynt)				
PENTREBAEN	18	15	3	83.33%
PILI PALA	39	30	9	76.92%
Pwll Coch	22	22	0	100.00%
RHIWBEINA	35	33	2	94.29%
Trelai 1 a 2	26	18	8	69.23%
Y COED	18	15	3	83.33%
Y PARC (CAERDYDD)	33	31	2	93.94%
YR EGLWYS NEWYDD	17	17	0	100.00%
Ysgol Glan Morfa	9	9	0	100.00%

Cylch	Cod post	Sir	Capasiti'r cylch (yn ol cofrestrriad AGC)	Capsiti 'real'	Ysgolion mae'r cylch yn bwydo	Nifer plant 2 oed (oedran ar 31.08.20)	Nifer plant 3 oed (oedran ar 31.08.20)	Nifer wedi mynychu Ti a Fi	Nifer Dechrau'n Deg	Nifer wedi mynychu CIB
Caerau	CF5 5AJ	Caerdydd	22	22	NANT CAERAU	24	26	0	56	
Creigiau	CF15 9NJ	Caerdydd	18	18	CREIGIAU	12	21	18		4
Grangetown a'r Bae 1 a 2	CF11 7LJ	Caerdydd	16	11	HAMADRYAD	7	13	3		
Maes y Morfa	CF24 2EU	Caerdydd	30	30	GLAN MORFA	5	1	0	10	
Nant Lleucu	CF23 5AD	Caerdydd	24	24	BERLLAN DEG	14	13	12		3
Pen y Groes (Blodau Bychain gynt)	CF23 7EH	Caerdydd	8	4	Pen y Groes, Y Berllan Deg					
Pentrebaen	CF5 3SG	Caerdydd	32	32	COED Y GOF	15	13	3		3
Pili Pala 1 a 2	CF3 4JL	Caerdydd	32	32	BRO EIRWYG	31	17	2	1	
Pwll Coch	CF11 8BR	Caerdydd	19	19	PWLL COCH	6	19	3		3
Rhiwbeina	CF14 6JJ	Caerdydd	20	20	Y WERN	28	8	33		12
Trelai 1 a 2	CF5 4DD	Caerdydd	44	44	COED Y GOF	31	3	0	49	
Y Coed	CF23 6SE	Caerdydd	20	20	BERLLAN DEG	19	8	1		
Y Parc 1 a 2	CF5 1QE	Caerdydd	19	19	TREGANNA, PWLL COCH	42	18	20		35
Yr Eglwys Newydd	CF14 2AD	Caerdydd	24	24	Mynydd Bychan	32	14	2		1
Ysgol Glan Morfa	CF24 5EB	Caerdydd	16	8	GLAN MORFA	5	10	1		

# Future Changes

## Population

The Welsh Government publishes population projections for Wales, which are based on the Office of National Statistics' (ONS) national population projections for the UK. The most recent set of projections, based on 2018 data, were published on 4th August 2020. They cover the 25-year period from 2018 to 2043.

The projections do not predict what will actually happen in the way a forecast would. Rather, they make assumptions about future changes and show what the population would be if those future changes do occur. They do not predict the impact of external factors such as government policies or economic conditions.

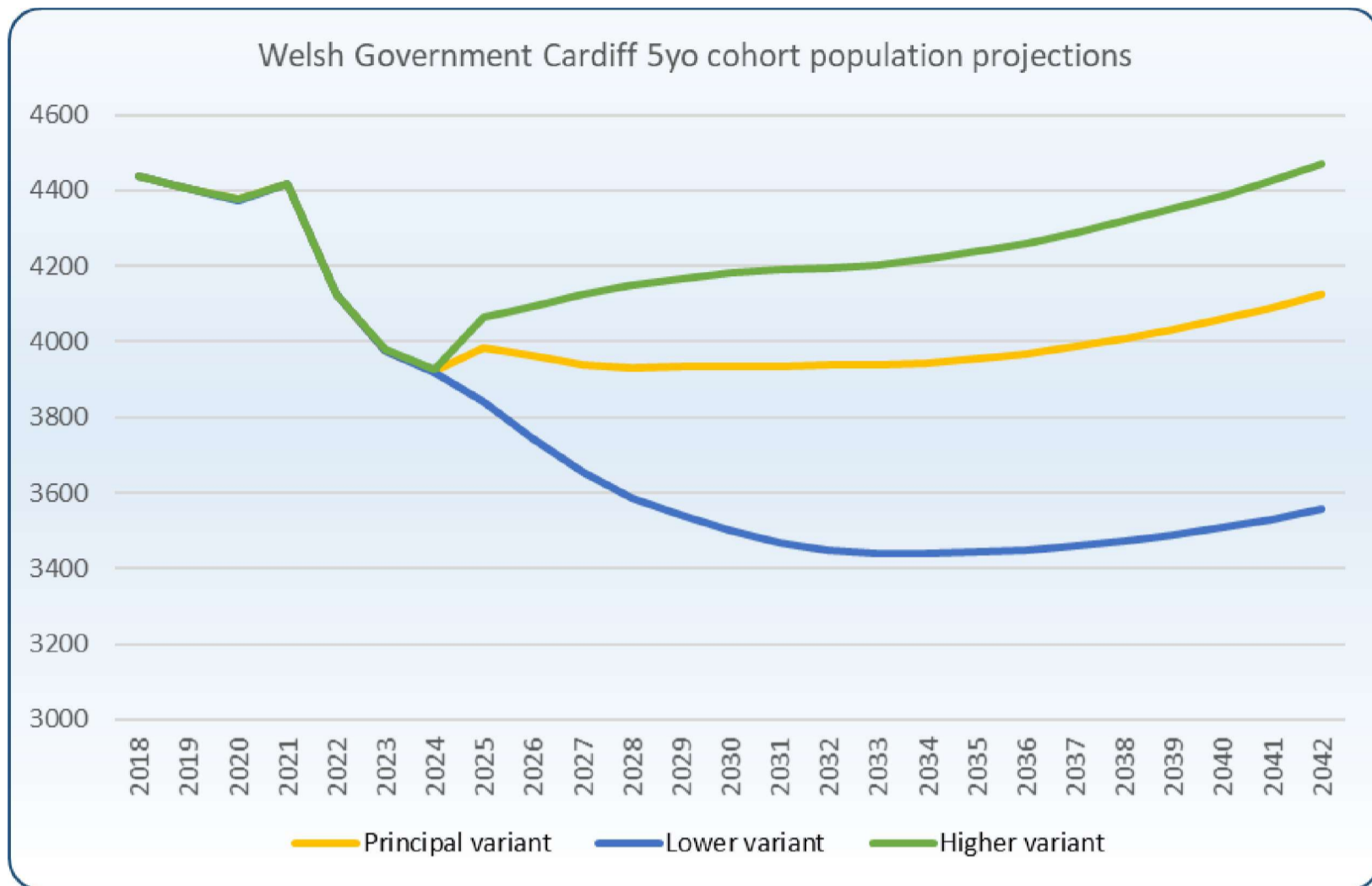
Three different variants were published in 2020: principal, high and low. These are based on assumptions about future fertility, mortality and migration. The principal is the main projection i.e., the best reflection of patterns in demographics. The high and low offer alternative future scenarios, taking into account different assumptions of the three population factors. The variants are not set as limits, but rather give a level of flexibility that reflects the uncertainty of projecting changes in population.

The 2018-based projections show a lower increase in the population in Cardiff than the previous 2014-based projections. The population increase is 6.8% lower than the previous projections. However, Cardiff's population is still projected to increase by 3.2%. Whilst this is not the largest percentage increase within Wales, Cardiff still remains the largest local authority with a projected population of over 375,700 by 2028.

Unlike other areas, the increase in Cardiff's population is largely due to a higher number of births than deaths, with just a small increase from net migration. Although the projections show a decrease in the number of children and young people aged 0 to 15 years old, the number of births is projected to increase between 2018 and 2028.

The number of 5-year-olds (Reception age children) in Cardiff is projected to fall initially, between 2018 and 2024, before slowly increasing up to 2043. This would suggest that there will not be a large increase in demand for school places up to 2043.

**Figure 10: Welsh Government projections for the number of 5 year olds in Cardiff 2018-2043**



However, as outlined on page 8, birth rates in Cardiff have followed a cyclical pattern in the past 25 years. Birth rates have fallen below each of the three WG population projection trajectories published in 2011, 2014 and most recently in 2020 (based on 2018 data).

Figure 11 shows the rise in births to 2011 and how births started to fall in 2012 and have been decreasing since. Following this pattern, it is possible that we will continue to see rises and falls in the birth rate rather than a more linear increase over time.

**Figure 11: Births in Cardiff 1996 – 2019**

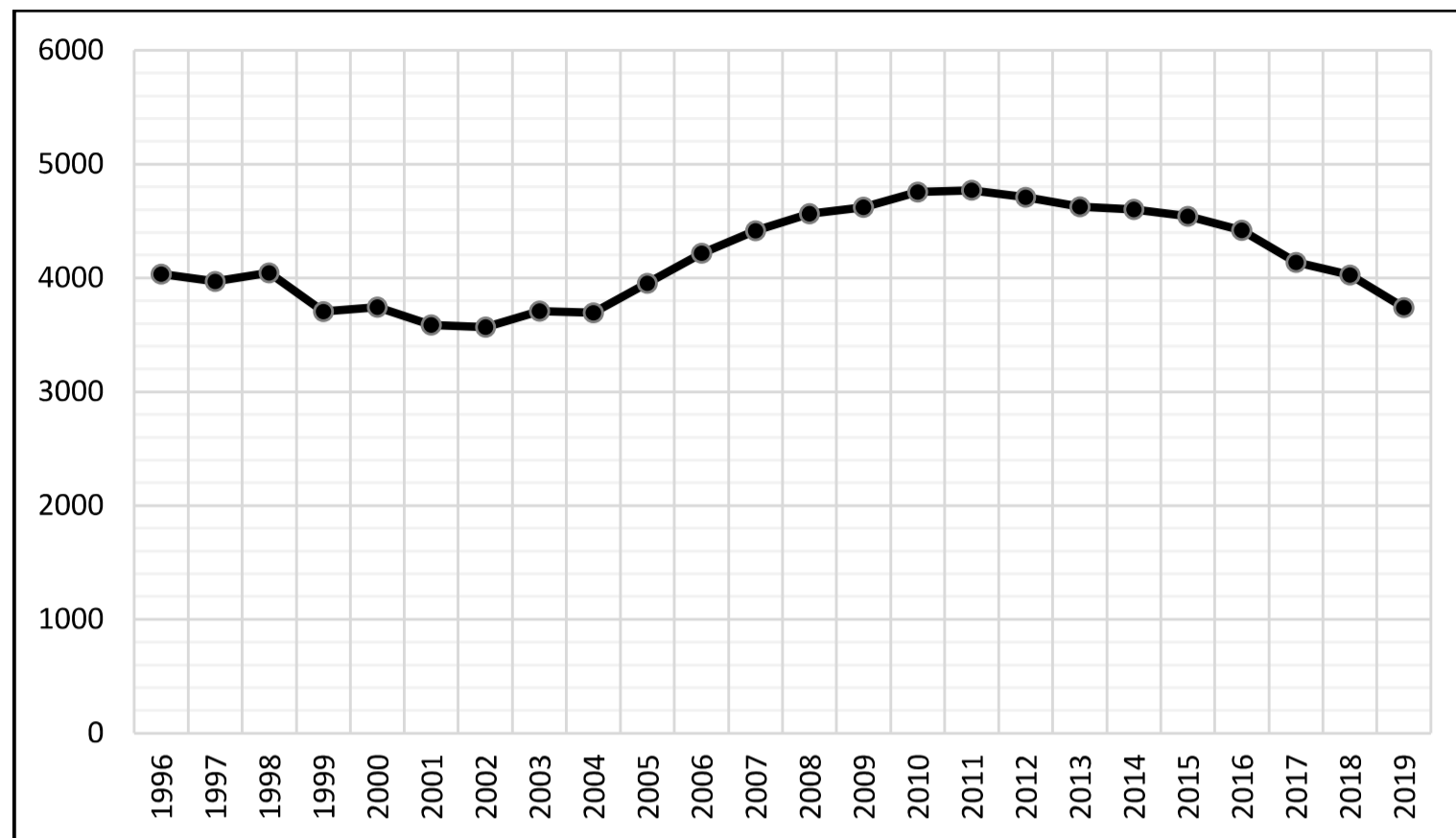


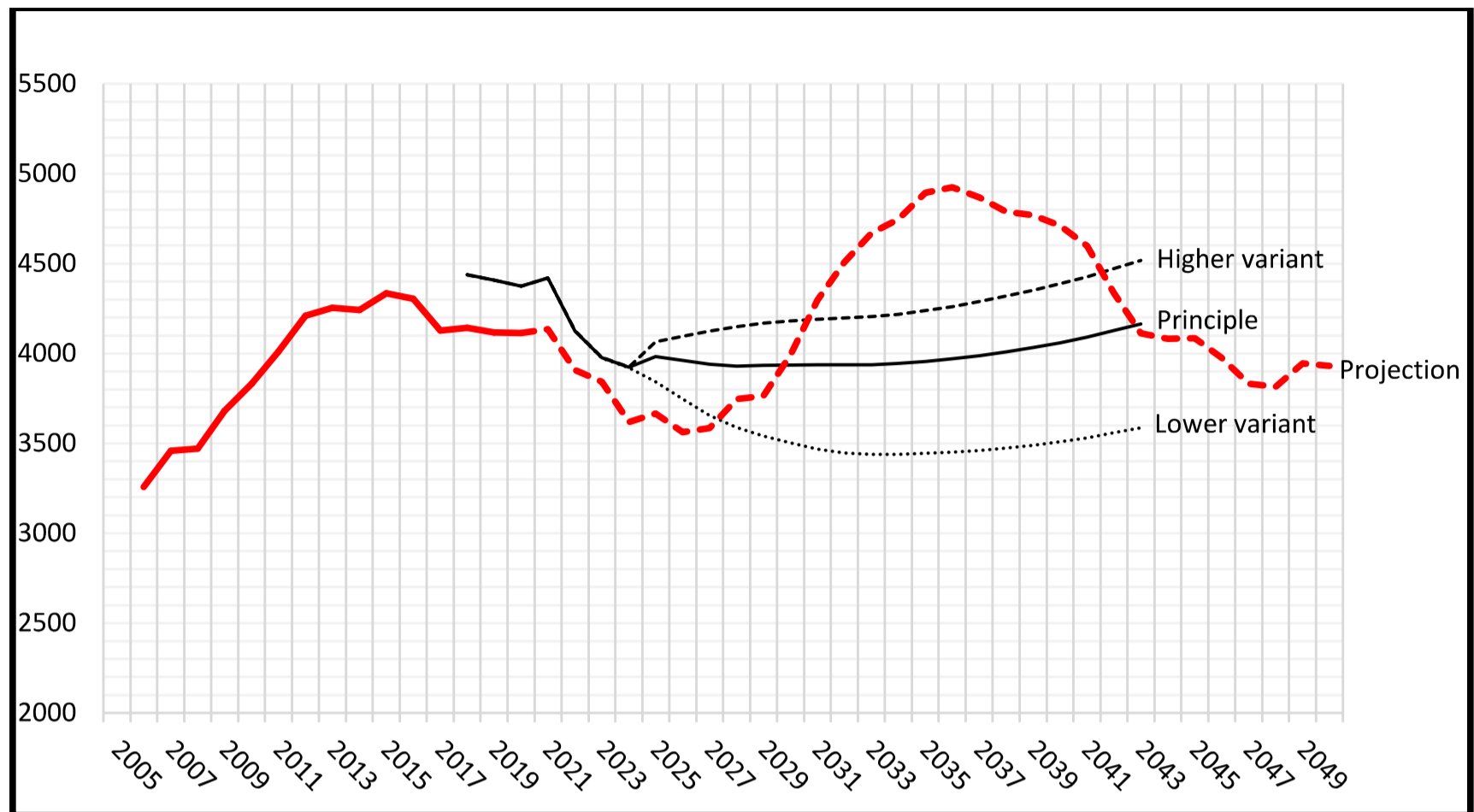
Figure 12 shows an alternative projection for the number of five years olds entering Reception up to 2050. This alternative trajectory repeats the past birth rates and numbers enrolled in schools and incorporates the projected gross yields year-on year from the strategic housing developments published in the adopted LDP within the city.

If this alternative trajectory was followed, Cardiff could see the birth rate peak around 2031, which would give a peak in the number of 5-year-old pupils enrolling in schools around 2036 of just under 5,000. Numbers would then start dropping again, although they would remain above the previous low point of the cycle due to the increased overall population from new housing in the city. This trajectory differs significantly from the published Welsh Government population projections, falling below the projections in the short term (2021-2026) and exceeding the projections in the longer term (beyond 2031).

As the Council's projected number of 5-year-olds in the period 2021-2025 is based on NHS GP registration data supplied in August 2021, a high level of confidence can be given to these short-term projections. It is also reasonable to conclude based on past population cycles, that whilst the timing and rate of change is uncertain, the number of pupils enrolling in future beyond 2025 is likely to increase. A sufficient but sustainable level of surplus capacity should therefore be retained in schools to respond to future population changes.



Figure 12: Projected number of 5-year-olds in Cardiff 2020-2050



## Later changes to school provision (2026-2031)

The planned changes to school provision in the period 2021 – 2025 outlined on page 15 would increase the number of places available at entry to Welsh-medium education from 836 places (27.9FE) to 956 places (31.9FE).

Several proposals will need to be brought forward beyond 2025 to meet increased demand for primary school places in certain areas of Cardiff and to deliver new schools to provide for increased demand from new strategic greenfield housing sites planned on the outskirts of the city. The new housing sites include:

- Churchlands development in Lisvane
- Land north of Pontprennau/ East of Lisvane
- Llanilltern Village housing development north of Junction 33 on the M4.
- Later phases of the Plasdŵr housing development in the north-west of Cardiff.

Alongside proposals to change some existing provision within the city, the new schools could add up to eight forms of entry of primary school places in the period 2026-2031. It is anticipated that new provision serving the Churchlands and Llanilltern village developments will be brought forward around 2025/2026, and further provision at Plasdwr and north of Pontprennau towards the end of the decade.

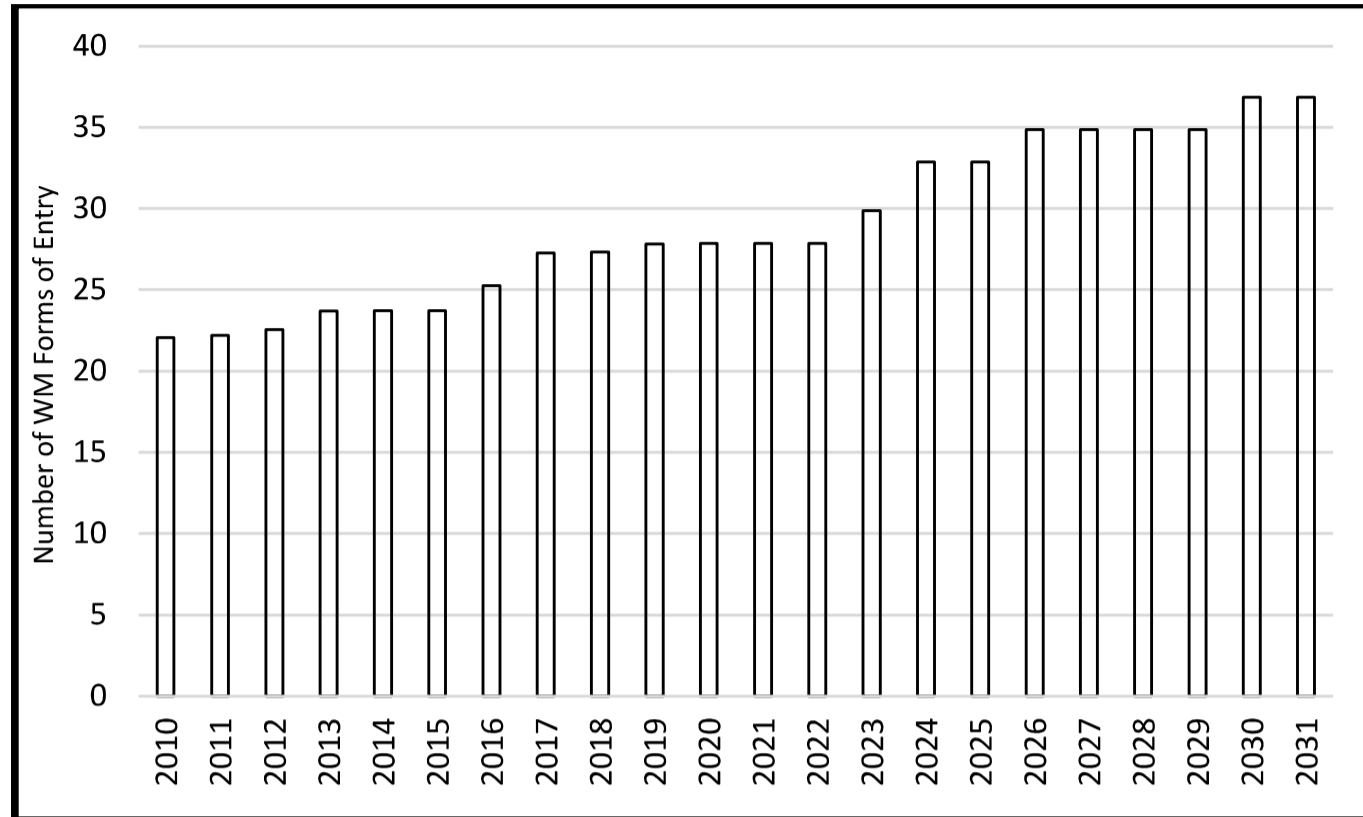
In the absence of developed proposals, the Council has modelled capacity changes based on new school provision being 50% Welsh-medium. The below table includes all capacity changes planned in the period 2021-2025 and the additional places in the period 2026-2031.

**Table 21: Total Forms of Entry for Reception in 2030/31**

	<b>Total FE</b>	<b>Percentage</b>
English-medium community	107FE (+4.8FE)	62.3%
English-medium Faith based	28.9 (+0.5FE)	16.8%
Welsh-medium	35.9 (+8FE)	20.9%
<b>Total</b>	<b>171.8 (+13.3FE)</b>	<b>100%</b>

Figure 13 shows how the number of Welsh-medium forms of entry at entry to primary education could increase year on year, as schools are built or expanded.

Figure 13: Proposed future Welsh-medium FE in Cardiff for September intake



## Trajectory

Targets for individual local authorities have been set by the Welsh Government for the 2030/31 school year, based on Welsh Government population projections. These targets include a lower range and upper range and give both a number of pupils and percentage of pupils for each. The target for Cardiff is set out in the table below.

**Table 22: Targets for Welsh-medium pupils in Cardiff 2030-31**

	2019/20		2030/31		2030/31	
	WG Baseline		Target: Lower Range		Target: Upper Range	
	Number	Percent	Number	Percent	Number	Percent
Cardiff	702	16.9%	1,035	25%	1,200	29%

In the 2020/2021, the intake to Reception Welsh-medium education was 749 pupils, which was 18.0% of the total intake. Therefore, to reach the lower range target there would need to be a percentage increase of approximately 7.0%. To reach the upper range target there would need to be a percentage increase of approximately 11.0%.

Trajectories should therefore be established to identify the possible growth in intakes at Reception Year to Welsh-medium schools in September 2030, and to demonstrate how these may align with Welsh Government Cymraeg 2050 targets.

A target trajectory would outline the result required from any actions that may be taken to increase Welsh-medium take up to the recommended threshold but is not intended to identify the actions themselves.

Trajectories have been produced based on a combination of recent Welsh-medium Reception place demand, applied to the population projection data published by the Welsh Government, together with the modelled pupil yields from the strategic site housing building program underway in Cardiff.

Over the last ten years the increasing demand for places was met and driven/ supported by expanding the existing Welsh-medium provision by 5.8 forms of entry. Whilst more provision may be needed to accommodate further increases in demand in some areas of Cardiff (a demand driven approach), there is also an opportunity decision to increase Welsh-medium numbers further by opening or expanding more Welsh-medium schools (a policy driven approach).

Whilst the birth rate in Cardiff in coming years may be lower than it has been within the past decade, there are several housing developments planned in the city. New housing developments will increase the number of children needing school places in some areas of the city. New schools are provided by developers on some sites as part of the planning agreement with the Council, in order to lessen the impact on the availability of places in existing schools.

Making Welsh-medium provision available at the local school for the residents of new housing developments is likely to increase the uptake of Welsh-medium education at a faster rate than if the provision is merely expanded in line with growing demand.

## Trajectory methodology

Creating the trajectory requires an estimation of how many pupils would potentially enter Welsh-medium education if additional Welsh provision was available within their local area. This modelling additionally projects how the provision of Welsh-medium schools for new housing developments is likely to affect the number of pupils taking up Welsh-medium places.

The recent growth pattern based on 2015/16 - 2020/21 PLASC data has been used to determine intrinsic growth in the percentage of children entering Welsh-medium education, and to extrapolate this to 2031 as a baseline for growth within existing communities.

However, the historical growth of Welsh-medium demand in established communities cannot be used to determine Welsh-medium uptake from future residents of the new communities planned on strategic greenfield sites at the edge of the city. The take of places varies greatly from community to community in Cardiff. As a consequence, growth patterns in Welsh-medium demand have been disaggregated and the pathway determined separately, as follows:

- Welsh government principal population projections for children of 5 years of age are adjusted to align with the school year (Reception year)
- The projections are further adjusted relative to recent school census data (PLASC) to establish a baseline of pupil numbers
- Projected pupil yield numbers, based on housing completions from the strategic site housing developments, are subtracted from the Welsh Government projection figure.
- A historical growth pattern is extrapolated for the Reception population cohort to create a baseline.
- Yield numbers from the strategic greenfield housing sites are then apportioned to Welsh-medium and English-medium at a 50:50 ratio
- The number of Welsh-medium pupils from the housing yield is added onto the baseline figure for Welsh-medium take up in established communities, to give the total number of pupils entering Welsh-medium education

Combining this data for the greenfield sites, with that of existing communities, has been used to build a trajectory for Cardiff, to plot the potential number of pupils in Welsh-medium education if extra Welsh-medium places are added.

## Pupil number projections

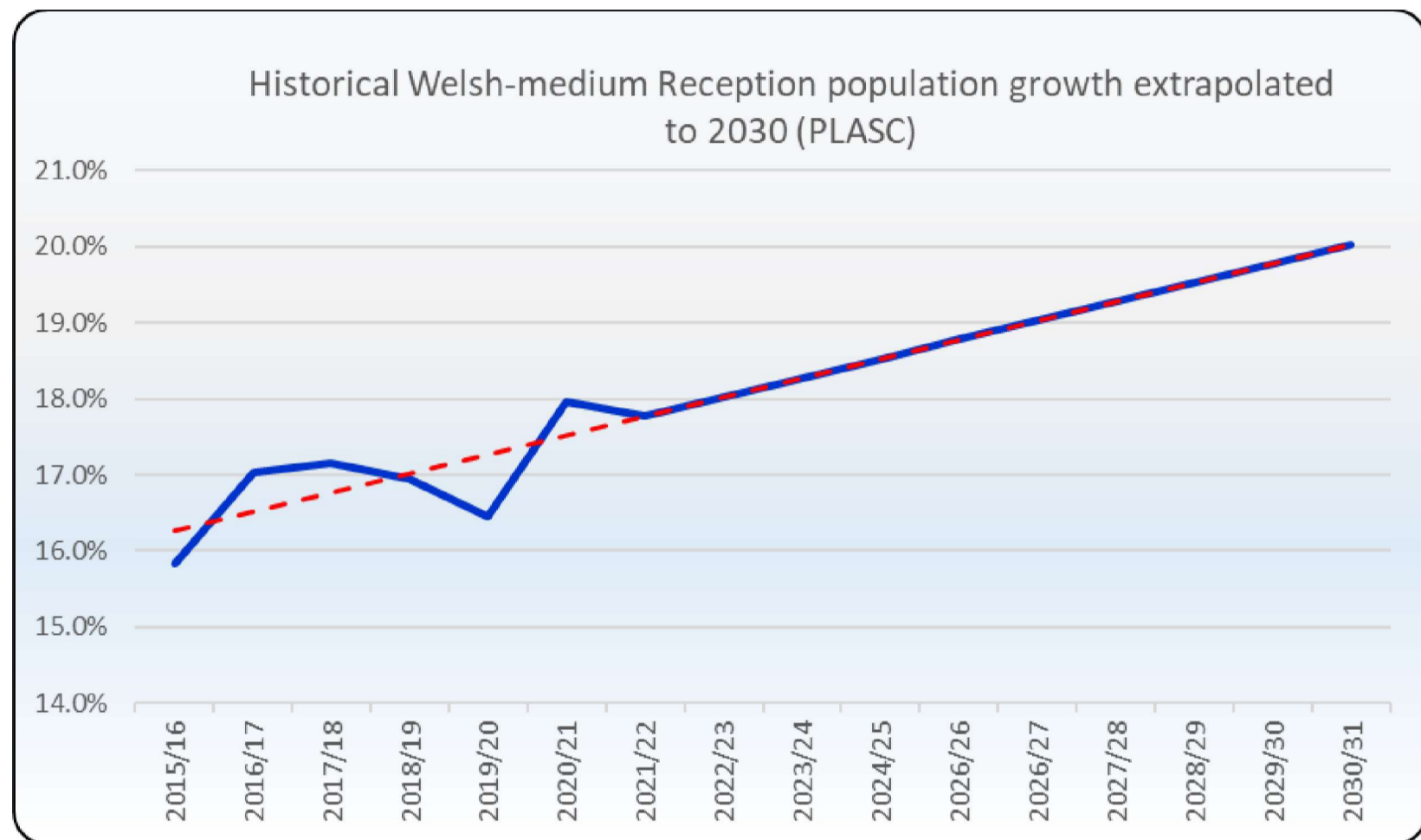
The Welsh Government population projections and the previous cyclical pattern of birth rates provide an indication of how the pupil numbers in schools might change over the next few decades.

The percentage of pupils enrolling in Reception classes in Welsh-medium education increased by 0.25% per year between 2015/16 and 2020/21.

The projected number of children entering Reception Year in Welsh-medium education is the number that is predicted if the current patterns and trends, relative to the population, continue.

If the percentage of pupils increases at the same rate between 2021 and 2030, 20% of pupils entering Reception in September 2030 would be attending Welsh-medium schools.

**Figure 14: Projected increase in percentage of Welsh-medium pupils 2021-2030**



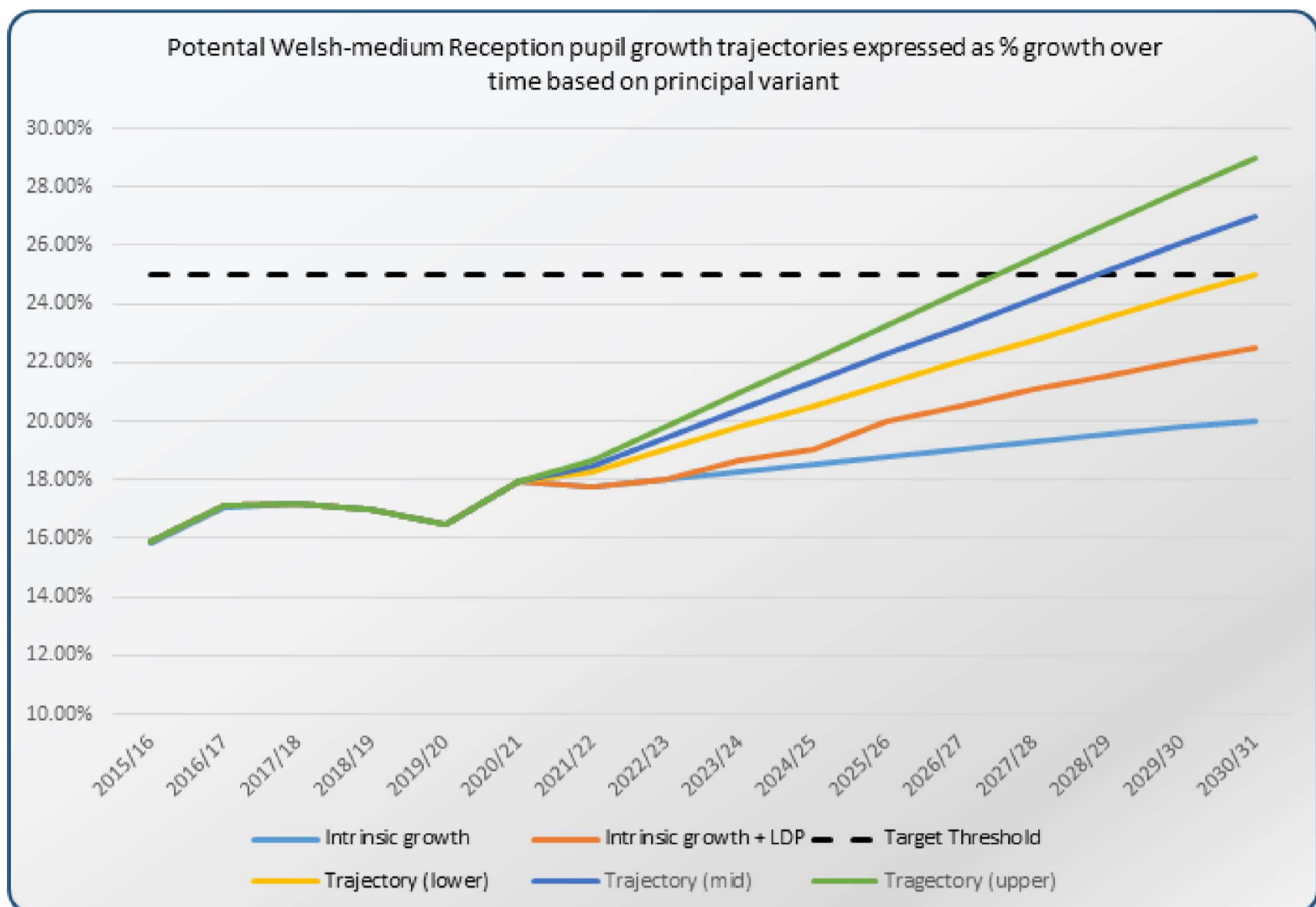
This projection relates to the recent growth pattern in established communities, which may differ to the development of the large strategic development housing sites as identified in the Local Development Plan. Projections do not capture any changes to patterns of behaviour that are not reflected in the historical data, such as future provision and/ or policy changes.

Combining the pattern of intrinsic growth indicated in figure 11, with projected pupil yield data on strategic development housing sites, allows the comparison of the Welsh-medium reception growth trajectories below, namely:

- a continuation of the intrinsic city-wide growth (i.e., growth on the basis of the recent, evidenced pattern) in established communities
- a forecast taking account of increase take up on strategic greenfield sites (at a higher rate), and
- the trajectory necessary to reach the 25% target threshold, and those for 27% and 29%

As outlined on page 21, in the absence of developed proposals, the Council has modelled capacity changes based on new school provision being 50% Welsh-medium on strategic greenfield sites.

Figure 15 (below) provides a comparison of these trajectories



Annual growth based on PLASC 2015/16 – 2020/21 gives a growth of approximately 0.25% per year.

Adding in potential population from occupation of LDP sites, and assuming a Welsh-medium uptake of 50% on those sites, gives a combined potential growth rate of 0.52% per annum. However, this combined growth would still be insufficient to meet the published targets.

To achieve the threshold indicator of 25% by 2030, approximately 0.75% annual growth is required.

To achieve 27% by 2030, approximately 0.95% annual growth is required.

To achieve the upper threshold of 29% by 2030, approximately 1.15% annual growth is required.

The trajectory shows that the percentage of pupils in Welsh-medium education would meet the lower range target of 25% of Reception age pupils in Welsh-medium by September 2030 if an additional growth of 0.23% per year is achieved based on half of all pupil’s resident on the strategic sites taking up Welsh-medium provision.

Table 23 below identifies the projected number of children in the relevant cohort, in each academic year, the modelled intake to Welsh-medium Reception classes, and the number of children that would need to enrol in Welsh-medium Reception classes in order to make consistent progress against the targets set.

**Table 23: Projected number of children in the relevant cohort in each academic year**

Academic Year	Principal population projection	Projected intrinsic growth (established communities)	Intrinsic growth + LDP communities growth	Growth to meet 25% target	Growth to meet 27% target	Growth to meet 29% target
2021/22	3937	696	700	720	728	735
2022/23	3810	687	685	725	740	755
2023/24	3777	690	704	747	770	792
2024/25	3822	708	728	785	815	846
2025/26	3801	714	759	809	847	885
2026/27	3781	719	776	833	878	924
2027/28	3774	728	796	860	913	965
2028/29	3777	738	815	889	949	1010
2029/30	3780	748	833	918	986	1054
2030/31	3937	757	850	946	1021	1096

Table 24 below sets out the projected increase in the workforce to support a greater number of Welsh-medium places

**Table 24: Project increase in the workforce**

Table: Comparison of FTE teaching staff to support modelled growth (excluding senior leaders)			
	2022	2032 (conservative growth and retention)	2032: (uplifted intakes and retention)
Primary teaching staff	194	228	237
Secondary teaching staff	216	216	233
Total teaching staff	410	444	470
Increase:		<b>8.3%</b>	<b>14.6%</b>

Modelling of the number of FTE teaching staff has been undertaken, taking account of the proposed expansion of provision in the period 2022-2032. The staffing structures of new schools or expanded schools may vary according to the take up of places for a number of reasons. Commonly, newly established and expanding schools will operate some mixed age classes. Cardiff's ambitious level of expansion of places, combined with reduced population in some areas may also affect the staffing of existing schools. Cardiff is also seeking to increase the retention rate of learners within



the Welsh-medium sector, which would increase the number of staff required in the primary and secondary sectors.

The above table therefore provides a range of value which compare low levels of growth in the primary sector, and retention at similar rates to recent years, with higher growth and increased retention.

## Conclusions

Cardiff Council is committed to achieving the targets set by Welsh Government, and on providing sufficient Welsh-medium school places to support the increase in the uptake of Welsh-medium education that would be necessary to achieve these targets. Whilst there has been growth in the take up of places over the past five years, a continuation of past trends would mean that Cardiff falls short of the targets set.

New housing developments in the city offer an opportunity to accelerate the uptake, as the rise in population from the new housing is sufficient to require new schools to be built as part of the developments. Expanding Welsh-medium provision would support an increase the number of pupils attending Welsh-medium schools.

The adoption of a ten year WESP supports Local Authorities in setting out a long-term, strategic and sustainable approach to the growth of Welsh-medium education. Birth-rate and population data is available for those children entering primary education from 2021 to the 2024/25 school year, but there is no robust data available beyond this period.

### **2021/2022 – 2025/2026**

When compared to the most recent school census data for Reception classes in April 2021, the existing capacity in Welsh-medium primary schools and classes of 27.9FE leaves c10% surplus in Welsh-medium Reception classes.

The existing capacity of 27.9FE at entry to Reception Year is sufficient to accommodate up to 20.3% of the pupil population, who are expected to enrol in Autumn 2021.

School Admissions data indicates that, owing to a lower population, the Autumn 2021 intake will be c690 pupils, and surplus is likely to increase to >15% in the Autumn 2021 intake. The increased level of surplus places city-wide would support the Council in increasing the percentage of the population taking up Welsh-medium places in future years.

When compared to the Welsh Government principal population projections, the existing capacity of 27.9FE would be sufficient to accommodate up to 21.8% of the pupil population, who are expected to enrol in the 2024/ 2025 school year.

The proposals already identified to increase capacity to 31.9FE by 2025, to meet and to drive demand in parts of the city, would allow up to 25.2% of the city-wide Reception population to enrol by 2025/2026.

In order to make consistent progress towards the target of between 25% and 29% of the Reception cohort enrolling in Welsh-medium education by the end of the plan period in 2031, based on the WG principal projections, the interim targets for the 2025/2026 year would be between 809 pupils (21.3% of the population) and 885 pupils (23.3%).

A comparison of these figures against planned capacity indicates that there would be between 7.4% and 15.4% surplus at entry to Reception Year in Welsh-medium primary schools and classes in 2025/2026, taking account of the planned provision of 31.9FE. If Cardiff was to aim for the mid-point of the target range (27%), there would be 11.4% surplus.

There would also be between 24.4% and 26.3% surplus in English-medium community and faith-based provision at this time, taking account of the 131.9FE provision.

Whilst a reasonable level of surplus would be required in the Welsh-medium sector to support future growth, consideration must be given to the impact on existing school provision of carrying a high level of surplus places in the English-medium sector.

### **2026/2027 – 2030/2031**

The new school provision of up to eight forms of entry planned to serve the new communities on strategic housing developments in the North West and North East of the city could further increase capacity in Welsh-medium primary education to 1,076 places (35.9FE) by 2031.

When compared to the population projection of 3,937, this would allow c27.3% of the city-wide Reception population to enrol. Taking into account the modelled take up in table 11, the proposals already identified may provide up to 12% surplus at entry to Welsh-medium primary schools in 2030/2031, if 25% of children took up places in Welsh-medium provision.

When compared to the population projection of 3,937, further proposals would need to be identified as part of Cardiff's Welsh in Education Strategic Plan in order for Cardiff to meet the upper target threshold of 29%.

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**SCHOOL ORGANISATION PLANNING: PRIMARY SCHOOL  
PLACES TO SERVE CATHAYS AND PARTS OF GABALFA,  
HEATH, LLANDAFF NORTH AND PLASNEWYDD**

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

**AGENDA ITEM: 6**

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**Reason for this Report**

1. The purpose of this report is to inform the Cabinet of the responses received following consultation on proposals regarding primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

**Background**

2. At its meeting on 17 December 2020, the Council's Cabinet authorised officers to:
  - consult on a proposal to increase the capacity of Ysgol Mynydd Bychan from c0.9 Forms of Entry (FE) (192 places) to 1.5 FE (315 places) from September 2022
  - undertake a stakeholder engagement exercise to shape proposals that would be taken forward to provide an appropriate balance of Welsh-medium and English-medium primary school places to serve the area.
3. It was noted that consultation on the Admission Arrangements for the 2022/23 academic year would include a proposal to reduce the Published Admission Number of Allensbank Primary School from 45 to 30 places.

**Issues**

4. The consultation period ran from 29 January 2021 until 19 March 2021.
5. The consultation sought the views of stakeholders on an interim proposal to expand Ysgol Mynydd Bychan to 315 places and potential long term solutions to ensure an appropriate balance of English-medium and Welsh-medium primary school places.

6. The 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 seen at Appendix 1);
  - Publication of information in community languages;
  - Consultation meetings via Microsoft Teams consisting of a prepared presentation and question and answer sessions with Staff and Governors at Allensbank Primary School (notes from the meetings can be seen at Appendix 2);
  - Consultation meetings via Microsoft Teams consisting of a prepared presentation and question and answer session with Staff and Governors at Ysgol Mynydd Bychan (notes from the meetings can be seen at Appendix 2);
  - Consultation meetings via Microsoft Teams consisting of a prepared presentation and question and answer sessions with Governors at Albany Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School (notes from the meetings can be seen at Appendix 2);
  - Consultation meetings via Microsoft Teams consisting of a prepared presentation and question and answer session with years 4, 5 and 6, in addition to school council pupil representatives from Ysgol Mynydd Bychan (notes from the meetings can be seen at Appendix 3);
  - Consultation meeting via Microsoft Teams consisting of prepared presentation and question and answer session with year six pupil representatives at Allensbank Primary School (notes from the meetings can be seen at Appendix 3);
  - Public consultation meetings via Microsoft Teams Live Event at which the proposal was explained and questions answered (notes from the meetings can be seen at Appendix 4);
  - Drop-in sessions via Microsoft Teams with individuals where officers were available to answer questions (notes from the meetings can be seen at Appendix 5);
  - 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 form at [www.cardiff.gov.uk/allensbankmynyddbychan](http://www.cardiff.gov.uk/allensbankmynyddbychan)
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, phone calls and on paper or electronically through the appropriate channels, have been recorded.

## Responses received regarding the proposal during the consultation period

9. In total 209 responses were received including 175 online survey, 13 formal responses and a further 21 email responses.
10. Formal responses were received from:
  - Local Members for Gabalfa - Cllrs Rhys Taylor and Ashley Wood
  - Estyn
  - Member of Parliament for Cardiff North – Anna McMorrin MP
  - Member of the Senedd for Cardiff North - Julie Morgan AS/MS
  - Chair of Governing Body, Allensbank Primary School
  - Headteacher of Allensbank Primary School
  - Chair of Governing Body, Ysgol Mynydd Bychan
  - Staff, Ysgol Mynydd Bychan
  - Chair of Governing Body, Gladstone Primary School
  - Chair of Governing Body, St. Monica’s CiW Primary School
  - Chair of Governing Body, Ysgol Glan Ceubal
  - Rhieni dros Addysg Gymraeg (RhAG)
  - Cymdeithas Yr Iaith
11. Full copies of the formal responses can be seen at Appendix 6.
12. The response from Estyn set out its view that the proposal is likely at least to maintain the existing standards in terms of education, provision and leadership and management for children in the area in the short term. Estyn noted that the proposal supported the growth of Welsh-medium education in Cardiff suitably and the Welsh Governments Cymraeg 2050 aspirations, and that the consultation aligns with the Bilingual Cardiff Strategy, Cardiff’s Welsh in Education Strategic Plan, and contributes towards achieving the targets that are set out in the Cymraeg 2050 strategy.
13. Estyn was however also of the view that overall the proposal did not support strategic long term-planning in relation to Welsh-medium education.
14. Views were sought from interested stakeholders via an online survey and a hard copy version of the survey within the consultation document.
15. Of the 175 responses to the wider stakeholder survey, 140 responses (79%) were received from stakeholders who identified themselves as parents. Of these, 84 were parents of Ysgol Mynydd Bychan pupils, 23 were parents of Allensbank Primary School pupils and 16 were parents of Ysgol Glan Ceubal pupils. Forty seven (25%) responses were received from stakeholders who identified as local residents (24 of whom are also parents). The remaining responses were from a range of stakeholders including staff, governors, local members and other interested parties.

16. Of the 21 e-mail responses received, 20 were from stakeholders who identified themselves as parents. Of these, 13 were parents of Allensbank Primary School pupils, 4 were parents of Ysgol Glan Ceubal pupils and 3 were parents of Ysgol Mynydd Bychan pupils. One stakeholder identified themselves as a local resident.
17. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
18. A summary analysis of the responses received are included in Appendix 8.
19. 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 and pupil consultation meetings.

### **Responses received regarding the proposed expansion of Ysgol Mynydd Bychan and consolidation of Allensbank Primary School from 2022**

#### **Wider stakeholder survey**

20. Of the 172 stakeholders who responded to the proposed expansion of Ysgol Mynydd Bychan from September 2022, 57% supported the proposal to increase places in Ysgol Mynydd Bychan, 33% did not support the proposal and 10% had no opinion.
21. However, of the 173 stakeholders who responded to the question regarding the proposal to locate additional places for Ysgol Mynydd Bychan on the Allensbank Primary School site, 74% did not support the proposal, 18% supported the proposal and 8% had no opinion.
22. Of the 174 stakeholders who responded to the question regarding the proposal to reduce the number of places at Allensbank Primary school, 38% of respondents supported the proposal, 26% did not support the proposal, while 36% had no opinion.
23. The views expressed in the wider stakeholder survey reflect those raised in the e-mail responses received.
24. Reasons for supporting the proposed changes included:
  - Understanding of the rationale for expanding Ysgol Mynydd Bychan in line with demand if capacity is unavailable;
  - Understanding of the rationale for reducing Allensbank Primary School in line with demand and surplus capacity;
  - The rationale for sharing sites given close proximity of both schools;
  - Increasing Welsh-medium provision;
  - Commending the Council for working to support and meet Cymraeg 2050 targets.



25. Concerns raised related to:

- The potential impact of the proposed changes on Allensbank Primary School;
- The potential impact of the reduction in the available accommodation space on Allensbank Primary School;
- The potential impact on staff and pupils, arising out of Ysgol Mynydd Bychan operating across two sites;
- The perceived negative impact on Welsh language acquisition for Ysgol Mynydd Bychan pupils accommodated on the Allensbank Primary School site ;
- The perceived negative impact on pupils and staff wellbeing at both schools;
- The difference in the racial demographic between the two schools;
- The perceived negative impact an enlarged school could have on the ethos and unity of Ysgol Mynydd Bychan;
- The perceived negative impact on prospective parents of Ysgol Mynydd Bychan pupils who may have concerns about the school operating across two sites;
- Catchment area arrangements, available capacity and undersubscription in other local welsh-medium schools (namely, Ysgol Glan Ceubal);
- The absence of long-term proposals for the development of Welsh-medium provision at Ysgol Mynydd Bychan
- Uncertainty around the future of Allensbank Primary School.

**Pupil representation – Allensbank Primary School**

26. Officers met virtually via Microsoft Teams with Year 6 pupils of Allensbank Primary School to present the proposal and discuss the proposals and gather their opinions.

27. The points raised by the pupils included the following:

- Questions regarding potential changes to demand for Allensbank Primary School and what this would mean for the school;
- The benefits of interacting with other pupils, making new friends and learning from each other;
- The opportunity for more pupils to attend Ysgol Mynydd Bychan;
- Potential for communication issues due to language difference;
- Concerns for potential splitting of siblings and impact on parents having to attend two sites;
- Concerns around lack of space during the pandemic;
- Concerns around reduced playground space and time;
- Perceived disruption to learning.

**Pupil representation –Ysgol Mynydd Bychan**

28. Officers met virtually via Microsoft Teams with Years 4, 5 and 6 pupils of Ysgol Mynydd Bychan to discuss the proposals and gather their opinions.

29. The points raised by the pupils included the following:
- Questions regarding whether the short term solution would remain permanent;
  - Questions regarding alternative available land for a new build school;
  - The benefits of interacting with English speaking pupils in improving their Welsh;
  - The increase of Welsh speakers across Cardiff and positive contribution to Cymraeg 2050 targets;
  - Concerns around the potential splitting of friends and siblings across sites and the upset this could cause;
  - Perceived difficulties for parents potentially going to two sites;
  - Concerns around the negative impact on acquisition of Welsh and potential loss of language skills;
  - Perceived difference in resources available at Allensbank Primary School and Ysgol Mynydd Bychan;
  - Pupils stated a preference for a new build 2FE school.

**Responses received regarding long term changes to primary school provision**

30. A summary of the responses received from all stakeholders, and appraisal of views expressed, can be seen at Appendix 7.
31. A summary analysis of the responses received are included in Appendix 8.
32. As part of the consultation stakeholders were also asked to consider changes that could be made to support all children and families in the community to access a local school place. This information will be used to inform the development of proposals to ensure an appropriate balance of school places to serve the area in the long term.
33. Respondents were asked to share their views on longer term changes in relation to the school site(s) they were in favour of being used for each type of primary education (English medium places, Welsh medium places, and Church in Wales places).
34. The sites included the Albany Primary School site, the Allensbank Primary School site, the shared Gladstone Primary School/ St Monica's CiW Primary School site, and the Ysgol Mynydd Bychan site.
35. Respondents to the survey indicated a preference for:
- English medium provision on the Albany Primary School site (78.7% of respondents) and the shared Gladstone/ St Monica's site (55.7%);
  - Welsh medium provision on the Allensbank Primary School and Ysgol Mynydd Bychan sites (58.9% and 59.7% respectively);
  - Church in Wales provision on the shared Gladstone Primary School/ St Monica's Church in Wales Primary School site (85.5%).

36. However, as outlined in paragraph 14, the majority of responses received to the survey were from the parents of children at Ysgol Mynydd Bychan and Allensbank Primary School and these responses have to be considered within this context. Whilst the Council consulted with parents of children enrolled in primary schools across the wider area, few responses were received from parents of children enrolled at Albany, Gladstone or St Monica's primary schools (2, 0 and 3 responses respectively).
37. Furthermore, few responses were received from parents of children who are yet to apply for or enrol in primary education.
38. Any analysis of the responses received, and conclusions drawn from parents' responses must therefore be considered in the context of their weighting towards families enrolled at Allensbank Primary School or Ysgol Mynydd Bychan.
39. The main points raised in responses included:
- Wanting to ensure that demand for English-medium and Welsh-medium places is met;
  - Each school needing its own site;
  - Insufficient information provided in the consultation document regarding the long term position;
  - The location/proximity of sites suggested;
  - Being content with the current situation and do not see a reason to change things;
  - Being against the splitting of sites.
40. A number of alternative suggestions to the provision of primary school places were also put forward. These included:
- Establishing a new build 2FE school for Ysgol Mynydd Bychan;
  - Utilising the current Cathays High School site for a new build Ysgol Mynydd Bychan;
  - Swapping the Ysgol Mynydd Bychan and Allensbank Primary School sites;
  - Doing nothing - make use of the surplus places available in existing nearby schools, Ysgol Glan Ceubal in particular;
  - Exploring alternative land options;
  - Adjusting existing catchment areas;
  - Enhancing and expanding the existing Ysgol Mynydd Bychan site.

#### **Response to views expressed during the consultation on short-term and long term changes**

41. The proposed changes were developed as part of the Council's commitment to developing Welsh-medium provision and to contribute to the Welsh Government targets set out in Cymraeg 2050.

42. Responses to the proposed changes acknowledged that proposals to increase Welsh-medium places serving the area should be brought forward.
43. Whilst there was support overall for the expansion of Ysgol Mynydd Bychan, the majority of respondents including the Headteachers and Governing Bodies of Allensbank Primary School and Ysgol Mynydd Bychan had a number of concerns and did not support the interim expansion of Ysgol Mynydd Bychan as proposed.
44. The concerns expressed related to the challenges around operating a school over two sites, the impact on staff and pupils at Allensbank Primary School and Ysgol Mynydd Bychan, and a lack of clarity around the long term position.
45. The Council has, consistent with the approach of other Local Authorities, brought forward proposals to expand Welsh-medium provision making use of existing surplus capacity in English-medium schools. Many of Cardiff's Welsh-medium schools in Cardiff have opened as starter classes sharing accommodation with English-medium schools, including most recently Ysgol Hamadryad sharing the site of Ninian Park Primary School in Grangetown prior to its permanent move to Butetown.
46. The next nearest Welsh-medium primary school to Ysgol Mynydd Bychan, Ysgol Glan Ceubal, shares its site and building with Gabalfa Primary School. Similar permanent arrangements are in place at other schools including Ysgol Gynradd Gymraeg Pen Y Groes and Bryn Celyn Primary School. Cardiff also has two dual stream primary schools, namely Creigiau Primary School and Ysgol Gynradd Gwaelod Y Garth Primary School. It is highly likely that the city-wide expansion of Welsh-medium provision to meet Cymraeg 2050 targets in future will require some site sharing arrangements between Welsh-medium and English-medium schools or streams in the short term or permanently.
47. The layout of the Allensbank site also includes separate buildings, which would further allay any concerns around immersion.
48. The Council also sought to engage with local stakeholders and with each school community on longer term changes at the formative stage of their development to ensure that any such changes are developed with their input, and any concerns identified could form part of the strategic changes necessary.
49. There were also concerns that the targeted increase in demand for Welsh-medium provision may not be realised and that both schools could be left in the position of having to manage the proposed interim arrangement over a prolonged period.
50. The Council recognises that the education system is a key element in ensuring that children are able to develop their Welsh language skills, and for creating new speakers. At September 2020, approximately 18%

of the Reception age primary school places available city-wide were in Welsh-medium classes.

51. The Council is committed to the expansion of Welsh-medium education. In order to make further progress towards the Welsh Government target of 25-29% of pupils in Welsh-medium education by 2031, the number of pupils accessing Welsh-medium education at Reception age would need to increase.
52. Additionally the issue of surplus capacity in English-medium provision remains.
53. Where there is a higher than necessary number of school places, resources are being deployed inefficiently that could be better used to improve the quality of education for all learners. Combined with this are the difficulties associated with operating a primary school with a high proportion of its places unfilled. The size of the school, and the relatively low number of children on roll, means that the school will face financial difficulties.
54. Whilst there was support for the development of Welsh-medium education to support progress toward Cymraeg 2050 and support specifically for the expansion of Ysgol Mynydd Bychan, the interim proposal as set out in the consultation was not supported.
55. Intakes to primary schools city-wide are expected to reduce overall in coming years as the number of children in each pre-school age is lower than in recent intakes.
56. This is reflected in number of applications for entry to Reception in September 2021 submitted by the closing date for applications of 11 January 2021, prior to the consultation.
57. In the initial round of allocations on 16 April 2021, the Council had processed 37 applications for admission to Ysgol Mynydd Bychan, including 33 within the catchment area of the school, for the 30 places available. The Council agreed the admission of 30 children to the school.
58. The Council agreed the admission of all 21 applicants for admission to Allensbank Primary School, including 17 children within the catchment area of the school, compared to 45 places available at the school.
59. The number of applicants offered places at Albany Primary School, Gladstone Primary School and Ysgol Glan Ceubal were 28 and 24 and 20 respectively.
60. Whilst Ysgol Gymraeg Melin Gruffydd (60 reception places) and Ysgol Y Wern (90 reception places) were fully subscribed at entry, each school was able to admit all applicants seeking a place in their catchment area school (53 and 85 in catchment allocations respectively).

61. City-wide, whilst the percentage of children enrolling in Welsh-medium Reception places in September 2021 is similar to that in September 2020 (c18.5%), the number of places allocated has fallen from c760 to c680 as a consequence of a reduced population.
62. City-wide, admissions data indicates that Welsh-medium Reception classes will retain c19% surplus places in the September 2021 intake. There is sufficient capacity across the wider area to accommodate demand for Welsh-medium places in September 2021 and until the 2023/24 school year based on the current pattern of uptake of places. However, longer term changes to provision would need to be made in order to make progress towards the Cymraeg 2050 targets.
63. Concerns were also raised during the consultation that the expansion of Ysgol Mynydd Bychan would negatively impact the take up of places at neighbouring Ysgol Glan Ceubal, and that alternative measures should be brought forward to support its growth.
64. Taking the above information into account, it is recommended that the proposed expansion of Ysgol Mynydd Bychan from 2022 is not progressed.
65. During the consultation, views were also sought on the provision of English-medium and Welsh-medium places to serve the area in the long term, with a number of alternative options put forward by respondents.
66. Any long term solution should seek to:
  - Expand Welsh-medium provision serving the existing catchment area of Ysgol Mynydd Bychan by 1 form of entry
  - Reduce English-medium surplus places to serve the combined catchment areas of Allensbank Primary School, Albany Primary School and Gladstone Primary School;
  - Provide greater certainty and stability of leadership, management, teaching and support staff, to support continued focus on teaching standards and improved outcomes for pupils;
  - Enable investment in school buildings to improve the learning environment.
67. Estyn noted in their consultation response that the proposed changes did not support strategic long term-planning in relation to Welsh-medium education. However the Council's current Welsh in Education Strategic Plan (WESP) 2017-2020, approved by Welsh Government, was developed at a time of higher birth rates and when projected intakes to primary education were at higher levels than at present. The Council's new WESP will set out the next steps in strategically increasing the proportion of children in Welsh-medium education to support the Cymraeg 2050 target of 1 million Welsh speakers.
68. Proposals for the expansion of Ysgol Mynydd Bychan sought to provide additional places to support the continued expansion of Welsh-medium

education and to contribute towards the Cymraeg 2050 targets, but acknowledged the overall sufficiency of places in coming years.

69. City-wide admissions data for September 2021 intake confirms the anticipated reduced take up of places in Welsh-medium and English-medium schools city-wide as a consequence of a falling population.
70. In accordance with the timetable set by Welsh Government, the Council is working closely with its partners on the Cardiff Welsh Education Forum to develop the new ten year WESP for the city. It is expected the plan will be available for public consultation in autumn 2021 before being submitted for approval to the Welsh Government in early 2022. The first ten year Plan will commence on 1 September 2022 and expire on 31 August 2032.
71. Consultation on the draft WESP will seek views on how best to grow Welsh-medium education and on how to meet the local targets set by Welsh Government, in order to inform future proposals. The consultation on the WESP will seek the views of a wide range of stakeholders city-wide, and also in the communities who responded to this consultation.
72. It is therefore prudent that responses to the WESP consultation in autumn 2021 are considered when developing revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd, ahead of consideration by Cabinet.

### **Admission Arrangements**

73. The Council's draft School Admissions Policy 2022/2023 was issued for consultation on 18 December 2020 to all those the Council are required to consult with as set out in the Welsh Government's School Admissions Code (Headteacher, Governing Bodies, Diocesan Directors, neighbouring Local Education Authorities). The consultation closed on 5 February 2021. Details of the consultation were promoted via social media and schools.
74. The proposed changes to the arrangements for 2022/2023 included:
  - an increase in the Admission Number for Ysgol Mynydd Bychan subject to approval by the Council's Cabinet of the proposal to increase the capacity of the school to 315 places
  - a reduction in the Admission Number for Allensbank Primary School to 30.
75. The policy was published on the Council website with details of how responses could be submitted which provided an opportunity for any interested parties to comment.
76. Responses were requested to be returned by 5 February 2021.

77. At its meeting on 18 March 2021, the Council Cabinet considered a report on the consultation and resolved that the Council's School Admission Arrangements 2022/2023 as set out in the Admission Policy 2022/2023 be agreed.

### **Impact on the Welsh Language**

78. The Council works closely and constructively with partners on its Welsh Education Forum, which includes representatives of nursery, primary, secondary and further education, childcare, RhAG and the Welsh Government. The Forum actively informs the planning of Welsh-medium places, to continue to drive the Council's plan to sustainably increase the number of learners within Welsh-medium schools and those learning Welsh in English-medium schools.
79. The Council, and its partners on the Welsh Education Forum, are committed to driving the increase in number of pupils educated through the medium of Welsh, to meet the targets within Cardiff's WESP, and to meet the targets set out in the Welsh Government's Cymraeg 2050 strategy.
80. The Council monitors birth rates, the yield from proposed housing and the patterns of take-up in Welsh-medium provision at primary and secondary age, with a view to bringing forward appropriate plans to meet any increased demand.
81. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Significantly or rapidly expanding Welsh-medium primary school provision would, inevitably, have an impact on the take-up of places in other schools, and in turn on the ability of schools to balance budgets and to attract or retain staff.
82. The Council's aspirations for increasing the number of Welsh speakers, and the Welsh Government's Cymraeg 2050, propose a significant change. Cymraeg 2050 sets national targets of educating 40% of learners in Welsh-medium schools, and a further 30% of learners being educated in English-medium schools being fluent in Welsh. At present, c17% of Cardiff children entering primary education are educated in Welsh-medium schools or classes.
83. As outlined in paragraph 58, there is sufficient capacity across the wider area to accommodate demand for Welsh-medium places in September 2021 and until the 2023/24 school year based on the current pattern of uptake of places; however, longer term changes to provision would need to be made in order to make progress towards the Cymraeg 2050 targets.

### **Local Member consultation**



84. Local members were consulted as part of the consultation. A formal response from Cllrs Rhys Taylor and Ashley Wood is included in Appendix 6.

### **Reason for Recommendations**

85. Whilst there was support overall for the expansion of Welsh-medium education, the majority of respondents including the Headteachers and Governing Bodies of Allensbank Primary School and Ysgol Mynydd Bychan did not support the interim expansion of the Ysgol Mynydd Bychan as proposed.
86. In the short term there is sufficient capacity across the wider area to accommodate the demand for places.
87. The Cardiff Welsh Education Forum is currently developing the new 10 year Welsh in Education Strategic Plan for the city. The plan aims to set out the next steps in growing Welsh-medium education to support the Cymraeg 2050 target of 1 million Welsh speakers. It is expected the plan will be available for public consultation in the autumn before being submitted for approval to Welsh Government in January 2022.
88. Further work will be undertaken to bring forward permanent school organisation proposals which address the issues that informed the original proposal, take account of the issues raised during the consultation, and which align with the long term strategic aims of Cardiff's Welsh in Education Strategic Plan 2022-2032 .

### **Financial Implications**

89. The recommendations to this report note that the published admission number for Allensbank Primary School will be reduced from 45 to 30, from September 2022. As schools' revenue budgets are predominantly predicated on the basis of pupil numbers, any reduction in pupil numbers would mean that the revenue budget for Allensbank would potentially reduce in comparison to previous years, should overall pupil numbers reduce. Current published admissions figures reflect present schools intake. Any reduction in the overall budget for the school could present challenges in terms of ensuring a balanced budget. Therefore, it is critical that the school is able to reduce its current expenditure levels to be able to operate within a reduced budget. As part of this, consideration will need to be given to any exit costs, should there be a need to reduce the overall staffing compliment within the school.
90. The other recommendations to this report seek approval for alternative proposals to be considered and brought to a future Cabinet meeting. This recommendation does not, in itself result in any direct financial implications. However, any alternative proposals that are developed will need to consider a range of financial aspects. These may need to include issues such as; financial resources required to fund pupil places, additional learning needs requirements, transport implications and capital

financing requirements, should any significant work to buildings be required. Also, should the alternative proposals result in the opportunity to dispose of school sites, consideration will need to be given to future use of the sites, demolition costs and costs associated with disposal of a capital receipt. Any capital receipt will need to be prioritised for use in meeting the capitals receipts target connected to the funding of the School Organisational Plan Programme.

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

91. 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.
92. 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 Act'), subject to compliance with the Act and the School Organisation Code 2018 ('the Code').
93. The Council must consult on its proposals (in accordance with section 48 of that Act and the Code). The report sets out the public consultation process that has been duly undertaken.
94. 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 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.
95. The consultation report may also make recommendations to the Cabinet about how to proceed, ie. to publish the proposals as consulted on with any appropriate modifications, to abandon the proposals and retain the status quo or to significantly recast the proposals and re-consult.
96. This Cabinet report, together with the appendices, constitutes the required consultation report. 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).
97. The report recommendation, in light of the consultation responses, is to discontinue the current proposals, to instruct officers to explore revised proposals and bring a report back to a future Cabinet meeting. Members need to be satisfied that the proposed way forward is reasonable and appropriate having regard to the consultation responses. It should be noted that any revised proposals brought

forward in due course will be subject to a further consultation process in accordance with the requirements of the Act and the Code.

98. 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.
99. 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.
100. An Equalities Impact Assessment should be carried out 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.
101. 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.
102. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well being objectives (set out in the Corporate Plan). Members must also be satisfied that the Council's decisions 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.
103. Further legal advice will be provided as proposals are revised and progressed.

### **HR Implications**

104. The report notes that the agreed School Admission Arrangements 2022/2023 as set out in the Admissions Policy 2022/2023 included an Admission Number of 30 for Allensbank Primary School.
105. The Governing Body and Senior Leadership Team of Allensbank Primary School will need to consider addressing their budget deficit position

whilst reviewing their staffing establishment alongside the decline in the number of pupils currently on roll.

106. This will require full staff and trade union consultation and support will be provided by HR People Services.
107. Where a reduction in the levels of staffing is required, a key aspiration for the Council is to achieve staff reductions as far as possible either through voluntary redundancy or redeployment, rather than compulsory means. The Council is committed to maximising opportunities for school staff to secure employment in other Cardiff schools and therefore facilitates a redeployment process under the School Redeployment and Redundancy Policy.

### **Property Implications**

108. Strategic Estates would support the Education team on asset management and any future land matters required as part of the future review process.
109. In the event of any land transactions, negotiations or valuations required to bring forward any future 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.

### **Traffic and Transport Implications**

110. Ysgol Mynydd Bychan and Allensbank Primary School operate on constrained sites. Each site experiences issues with traffic and parking during morning drop-off and afternoon pick-up times.
111. Recently the Council introduced CCTV enforcement cameras in Llanishen Street outside Allensbank Primary School to enforce against parking on the 'Keep Clear' zig zag markings.
112. A temporary, staffed road closure was introduced outside Ysgol Mynydd Bychan on Canada Road when schools re-opened in summer 2020 following lockdown. This was to restrict vehicular access near the school in order to provide safe space for social distancing.
113. When schools re-opened in September 2020, concerns were raised by parents and ward members regarding traffic and parking outside Ysgol Mynydd Bychan on New Zealand Road.
114. An expansion of capacity at Ysgol Mynydd Bychan and the issues of traffic and parking at both Ysgol Mynydd Bychan and Allensbank Primary referred to above underline the need to introduce measures which discourage car travel and promote active travel to both school sites. One such measure is the introduction of a School Street which would restrict vehicular access along the street to residents, blue badge holders and authorised permit holders during drop off and pick up times. There is also

potential to do this on part of Llanishen Street. Plans are being progressed for School Streets on both streets, however both proposals will require consultations with residents and local businesses.

115. Officers have now obtained Welsh Government funding to create School Streets on both New Zealand Road, and Llanishen Street outside Allensbank Primary School later in this financial year. These will make the environment outside each school safer and more conducive to walking and cycling.
116. Another instrument is the development and implementation of a School Active Travel Plan. The Council is committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such a plan identifies actions by the school to support and encourage active travel to school and will also identify any improvements to on-site and off-site infrastructure required to facilitate active journeys
117. All new (including reorganised) schools need to have a plan in place from the outset of their operation. The Council's Active Travel Plans officers can support the development of the Active Travel Plans and can support with engagement on the Active Travel Plans as part of an implementation of a proposed expansion of places.

### **Equality Impact Assessment**

118. An initial Equality Impact Assessment has been carried out and is attached as Appendix 9.
119. The assessment notes that the points raised during the consultation should inform any revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

### **RECOMMENDATIONS**

Cabinet is recommended to:

1. Not progress the proposal to increase the capacity of Ysgol Mynydd Bychan from c0.9 Forms of Entry (FE) (192 places) to 1.5 FE (315 places) from September 2022
2. Authorise officers to bring a further report to Cabinet for consideration, setting out details of revised proposals for permanent changes to primary school places serving Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd
3. Note that the agreed School Admission Arrangements 2022/2023 as set out in the Admissions Policy 2022/2023 includes an Admission Number of 30 for Allensbank Primary School.

4. Note that the proposed increase in the Admission Number to 45 places at Ysgol Mynydd Bychan in the Admissions Policy 2022/2023 will not be implemented.

<b>SENIOR RESPONSIBLE OFFICER</b>	Melanie Godfrey Director of Education & Lifelong Learning
	11 June 2021

*The following appendices are attached:*

- Appendix 1: Consultation document
- Appendix 2: Notes of meetings with staff and governors
- Appendix 3: Notes of meetings with pupils
- Appendix 4: Notes of public meetings
- Appendix 5: Notes of drop in sessions
- Appendix 6: Formal responses
- Appendix 7: Summary of consultation responses
- Appendix 8: Summary analysis of responses
- Appendix 9: Equality Impact Assessment

**Projected availability of and demand for primary school places****Projection and forecasting methodology**

Cardiff employs a robust projection methodology for planning school places which takes account of NHS GP registration data and school census data submitted by and verified by all Cardiff schools. The most recent datasets available to inform this were supplied by the NHS in August 2022 and by schools through PLASC in February 2022.

As projections can only take account of historic and current information the Council also identifies trends within projections (comparing against previous datasets), and analyses school preference data and other contextual information to produce forecasts on a city-wide basis and in each locality. Data analysis allows projections to be prepared based on localised patterns at primary school catchment area level, by secondary school catchment and on a city-wide basis. Each of these provide differing contextual information to inform the forecasting on the number of places that may be needed to meet the requirements of each area and of Cardiff as a whole.

The geographical units that are most suitable to analyse the recent and future demand for primary school places in each area are primary school catchment areas. A wider range of geographical information including aggregated primary school catchment areas, secondary school catchment areas, city-wide information and outflow to other admissions authorities informs planning for meeting the demand for secondary school places.

School catchment areas in Cardiff are not coterminous with ward boundaries and often serve all or part of several ward areas.

The geographical units that are most suitable to analyse the demand for Welsh-medium primary school places in Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd are the catchment areas of the Welsh-medium community primary schools.

The geographical units that are most suitable to analyse the demand for English-medium primary school places in Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd are the catchment areas of the English-medium community primary schools.

**Sufficiency of English-medium and Welsh-medium primary school places citywide**

City-wide intakes to primary education in September 2021 to September 2025 are projected to reduce significantly as a consequence of a sustained 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.

In February 2022, approximately 82% of Reception age primary school places available were through the medium of English, in English-medium or dual stream community schools or in English-medium faith-based schools. Approximately 18% of Reception age primary school places available were through the medium of Welsh, either in Welsh-medium or dual stream community schools.

As intakes to schools reduce, the level of surplus places in each type of provision would increase. The Council would be able to accommodate a greater percentage of the overall population in any of these types of provision; however, the number of places available through the medium of Welsh would not be sufficient to support an increase in take up that would meet the Cymraeg 2050, and WESP targets set by Welsh Government and Cardiff Council respectively.

### **Primary schools serving the area**

The Cathays, Gabalfa, Heath, Llandaff North and Plasnewydd areas are served by a number of Welsh-medium and English-medium primary schools.

Ysgol Mynydd Bychan serves a catchment area that includes the community of Cathays and parts of the communities of Gabalfa, Heath and Plasnewydd.

The catchment areas of Ysgol Y Wern, Ysgol Glan Ceubal and Ysgol Melin Gruffydd serve an area extending from Lisvane in the East to Whitchurch and Llandaff North in the West. These catchment areas lie adjacent to the catchment area of Ysgol Mynydd Bychan.

The combined catchment areas of Allensbank Primary School, Albany Primary School and Gladstone Primary School, which together form the secondary school catchment of Cathays High School, serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

The catchment areas of Adamsdown, Stacey, Marlborough, Roath Park, Rhydypenau, Ton Yr Ywen, Birchgrove, Whitchurch, Gabalfa and Severn Primary Schools lie adjacent to the catchment areas of Albany Primary School, Allensbank Primary School, Gladstone Primary School.

St Monica's Church in Wales (CiW) Primary School, St Joseph's Roman Catholic (RC) Primary School and St Peter's R.C. Primary School also fall within the catchment areas served by Albany Primary School, Allensbank Primary School, and Gladstone Primary School and serve these communities.

Secondary Welsh-medium provision to serve the area is provided at Ysgol Gyfun Gymraeg Glantaf, with secondary English-medium community provision provided at



Cathays High School. The area is also served by Corpus Christi Catholic High School and St Teilo's Church in Wales High School.

A map indicating the location of, and catchment areas of, the Welsh-medium primary schools can be seen at Appendix 4.

A map indicating the location of, and catchment areas of, the English-medium primary schools can be seen at Appendix 5.

### **Establishing local demand for school places**

In order to calculate the likely demand for school places, historic trends specific to well established school catchment areas have been used.

The geographical units that are most suitable to analyse the demand for Welsh-medium primary school places in each area are the discrete catchment areas of Ysgol Mynydd Bychan, Ysgol Y Wern, Ysgol Glan Ceubal and Ysgol Gymraeg Melin Gruffydd (map attached as Appendix 4).

The geographical units that are most suitable to analyse the demand for English-medium primary school places in each area are the discrete catchment areas of Albany Primary School, Allensbank Primary School, and Gladstone Primary School (map attached as Appendix 5).

As pupils may take up a place in schools in other areas of the city consideration must also be given to the differential between the total demand for places within an area, the number of places taken up at the school(s) serving a catchment area, the number commuting out to other schools, and the number commuting to the schools.

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

### **Recent and projected take up of Welsh Medium places**

Whilst intakes to Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd and Ysgol Y Wern have fluctuated in recent years, Ysgol Mynydd Bychan has been fully subscribed in each of the past five years. In four of these intakes, a number of children resident within the catchment area of the school were refused admission to the school.

Table 1 overleaf details the current capacity and combined Published Admission Numbers at entry to each Welsh-medium community primary school, the number of pupils enrolled in each year group, and the number/percentage of surplus places for each year group.

The Published Admission Number at Ysgol Y Wern was increased from 60 places to 75 places from 2015/16, and to 90 places from 2021/22, reflecting an expansion of the school and reassessment of its capacity. However, temporary arrangements were agreed to allow the school to admit up to 75 pupils from 2014/15 and to admit up to 90 pupils from 2016/17 to better reflect the demand for places.

The Published Admission Numbers at Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd and Ysgol Mynydd Bychan have been retained at 30 places, 60 places and 30 places respectively throughout the period.

Table 1: School Number on Roll Data (PLASC 2022) – Welsh-medium primary schools									
School	Rec	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Number On Roll (Rec – Year 6)	Published Capacity
Ysgol Glan Ceubal	19	29	12	30	20	23	18	151	210
Ysgol Gymraeg Melin Gruffydd	58	58	46	61	60	60	60	403	420
Ysgol Mynydd Bychan	29	30	31	31	30	24	28	203	192
Ysgol Y Wern	89	89	86	85	88	80	74	591	630
Total pupils/places	195	206	175	207	198	187	180	1348	1452
Places available (agreed Admission Number)	210	210	210	210	210	210	195		
Surplus places – each year group	15	4	35	3	12	23	15		
Surplus places – each year group (%)	7.1%	1.9%	16.7%	1.4%	5.7%	11.0%	7.7%		

Table 2 overleaf sets out the recent demand for Reception places in Welsh-medium primary schools of children resident in the catchment areas of Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd, Ysgol Mynydd Bychan and Ysgol Y Wern, and the projected future demand for places in each catchment area. These updated projections take account of the most recent school census data (PLASC) published in 2022, and the most recent NHS GP registration data supplied in August 2022.

Projections taking account of the recent take up of places, and the fall in the pre-school population in the area, suggest this fluctuation will continue with a slight overall

decrease based on the decrease in birth-rates. However, the number of children within the Ysgol Mynydd Bychan catchment area taking up a place in a Welsh-medium school is projected to exceed the number of places available at entry to the school.

<b>Table 2: Recent and projected take up of Reception places in Welsh-medium schools, of pupils' resident in the catchment areas of Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd, Ysgol Mynydd Bychan and Ysgol Y Wern</b>										
		<b>Recent demand in catchment area (school census data)</b>					<b>Projected demand in catchment area</b>			
<b>Catchment area</b>	<b>Admission Number</b>	<b>2017/ 2018</b>	<b>2018/ 2019</b>	<b>2019/ 2020</b>	<b>2020/ 2021</b>	<b>2021/ 2022</b>	<b>2022/ 2023</b>	<b>2023/ 2024</b>	<b>2024/ 2025</b>	<b>2025/ 2026</b>
Ysgol Glan Ceubal	30	16	25	12	23	16	16	17	15	18
Ysgol Gymraeg Melin Gruffydd	60	61	55	37	55	57	59	46	39	48
Ysgol Mynydd Bychan	30	38	38	35	42	31	37	37	35	31
Ysgol Y Wern	90	81	90	87	90	89	83	80	77	78
Total	210	196	208	171	210	193	195	180	166	175
Surplus places (compared to school)		14	2	39	0	17	15	30	44	35
Surplus %		6.7%	1.0%	18.6%	0.0%	8.1%	7.1%	14.3%	21.0%	16.7%

The above recent demand is extracted from the most recent PLASC data (February 2022) and represents the number of children in each catchment area taking up a place in Welsh-medium education in any Cardiff school. Projected demand takes account of the recent percentage of pupils taking up a place, modelled against future NHS population data. Should the percentage of children taking up a Welsh-medium place remain static, whilst the population falls, then intakes would also fall.

The number of children actually allocated a place in Reception class at Ysgol Glan Ceubal, Ysgol Gymraeg Melin Gruffydd, Ysgol Mynydd Bychan or Ysgol Y Wern on offer day for the September 2022 intake totalled 189, marginally below the projected number of 195.

Overall, there has been close alignment between the number of learners enrolled at Ysgol Gymraeg Melin Gruffydd and Ysgol Y Wern, set out in table 1, and the demand for places within the catchment areas of those schools, in table 2.

The take up of places at Ysgol Glan Ceubal has varied greatly but has often exceeded the demand for places from within its catchment area as it has admitted children from neighbouring catchment areas who were unable to access a place at their local school.

Ysgol Mynydd Bychan has been fully subscribed at entry in each of the past five intakes. In each year, there were sufficient places in schools serving neighbouring catchment areas to accommodate those pupils who were unable to gain admissions. However, for children within the catchment area of Ysgol Mynydd Bychan, alternative school places were often significantly further from their home address.

Table 3, below, summarises the admissions allocation data on offer day for Ysgol Mynydd Bychan in the past five intakes.

<b>Table 3: Summary of allocation of Reception places at Ysgol Mynydd Bychan on offer day (April) in past five intake years</b>					
	<b>Intake Year</b>				
	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>2022/23</b>
Places available	30	30	30	30	30
Places allocated	30	30	30	30	30
Total Preferences refused	11	4	22	7	6
Within catchment area preferences refused	7	0	15	3	2
Furthest distance of child admitted	0.592	1.19	0.584	0.788	0.937

In four of the past five intakes, the school has been unable to admit all children within its catchment area who stated a preference for a place in its Reception class. The take up of places by children in the south of catchment area, in parts of Cathays and Roath is low and applicants in this area would have been unable to gain admission. Many applicants resident within the catchment area, who live north of Eastern Avenue, are also unable to gain admission.

For applicants in the south of the Ysgol Mynydd Bychan catchment area, the next nearest schools are significantly further away. The next nearest schools are Ysgol Glan Ceubal (Llandaff North), Ysgol Glan Morfa (Splott) and Ysgol Y Berllan Deg (Llanedeyrn). For applicants whose home address is north of Eastern Avenue, the next nearest schools are Ysgol Gymraeg Melin Gruffydd, Ysgol Glan Ceubal or Ysgol

Y Wern. Each of these is further away, and both Ysgol Gymraeg Melin Gruffydd and Ysgol Y Wern have been fully subscribed in many of their recent intakes.

Taking account of the projected lower intakes to primary schools until at least 2025/2026, there would be sufficient provision across the wider area to accommodate growth in Welsh-medium in the short term if there was no percentage growth, or a low level of growth, in demand. Changes to catchment areas could provide a balance between the number of places available, and the projected demand for places, and would allow for a limited increase in take up.

However, the projected level of surplus places would not be sufficient to significantly increase Welsh-medium take up in the longer term, in order to meet Cardiff's targeted growth as set out in the Cardiff's approved Welsh in Education Strategic Plan (WESP).

Whilst changes to catchment areas could improve the balance of places, these changes alone would not support long term growth and would not represent a sufficient contribution towards meeting the growth target set in Cardiff's WESP.

### **Welsh-medium provision - targeted growth**

Over the last ten years the increasing demand for Welsh-medium places was met and driven / supported by expanding the existing Welsh-medium provision by 5.8 forms of entry. Whilst more provision may be needed to accommodate further increases in demand in some areas of Cardiff (a demand driven approach), there is also an opportunity to increase Welsh-medium numbers further by opening or expanding more Welsh-medium schools (a policy driven approach).

There has been an average growth of c0.25% per year in recent years in the percentage of children entering Reception in Welsh-medium. Table 4 below illustrates that while there has been progress it has not been linear.

<b>Table 4: Take up of Welsh-medium Reception places</b>							
	<b>2015/16</b>	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
Welsh-medium	695	747	710	706	683	749	656
% Welsh-medium	15.9%	17.2%	17.2%	17.0%	16.5%	18.0%	17.2%

If the percentage of pupils entering Welsh-medium Reception classes increases at the same rate between 2021 and 2030, 20% of pupils would enter Welsh-medium Reception classes in September 2030.

The existing capacity of 27.9 Forms of Entry would be sufficient to accommodate up to 21.8% of the pupil population, who are expected to enrol in the 2024/ 2025 school year, however, to achieve the targeted level of growth, annual growth of between 0.75% and 1.15% growth would be required city-wide.

Table 5, below, provides an indicative representation of a 1% or 2% per annum growth to increase Welsh-medium take-up in the Ysgol Mynydd Bychan catchment area, taking account of the changing population in the catchment area.

<b>Table 5: Projected and forecast targeted demand for places in Welsh-medium Reception classes, of children resident in the Ysgol Mynydd Bychan catchment area, 2022 to 2026</b>						
School Year	Existing take up	Projected take up – assuming no % increase	+1% point increase	+1% of catchment population	+2% points increase	+2% of catchment population
2022/23	16.2%	37				
2023/24	16.2%	37	17.2%	39	18.2%	41
2024/25	16.2%	35	18.2%	41	20.2%	46
2025/26	16.2%	31	19.2%	42	22.2%	49
2026/27	16.2%	34	20.2%	39	24.2%	46

Whilst the above increase in take up of places could be accommodated in other schools if there was no growth in take up elsewhere, the Council must increase the take up of places throughout the city to meet the set targets. The Council cannot, therefore, rely on accommodating the targeted growth in demand in schools serving neighbouring catchment areas.

Any growth in the percentage of children taking up places in Welsh-medium provision would result in an equivalent reduced take up of places in English-medium provision, which may affect local schools and/or schools further afield.

Whilst a reasonable level of surplus would be required in the Welsh-medium sector to support future growth, consideration must be given to the impact on existing school provision of carrying a high level of surplus places in the English-medium sector.

## Recent and projected take up of English Medium places

Intakes to Albany Primary School, Allensbank Primary School and Gladstone Primary School have fluctuated in recent years.

Table 6 below details the current capacity and combined Published Admission Numbers at entry to primary school, the number of pupils enrolled in each year group, and the number/percentage of surplus places for each year group.

The Published Admission Number at Allensbank Primary School was reduced from 45 places to 30 places from September 2022 to better reflect the demand for places. The Published Admission Numbers at Albany Primary School and Gladstone Primary School have been retained at 60 places and 30 places respectively, throughout the period.

School	Rec	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Number On Roll (Rec – Year 6)	Published Capacity
Allensbank Primary School	24	24	29	32	31	22	31	193	315
Gladstone Primary School	23	29	24	26	20	27	24	173	210
Albany Primary School	38	56	56	58	57	58	55	378	420
Total pupils/places	85	109	109	116	108	107	110	744	945
Places available (Published Admission Number)	135	135	135	135	135	135	135		
Surplus places – each year group	50	26	26	19	27	28	25		
Surplus places – each year group (%)	37.0%	19.3%	19.3%	14.1%	20.0%	20.7%	18.5%		

Each of the above English-medium schools has a high 'pupil mobility', that is to say that the number of children on roll in each year changes frequently, from month to month. The number of children enrolling at each school increases significantly above the number of children allocated places on offer day for entry to Reception.

Table 7 below sets out the recent demand for Reception places in English-medium primary schools of children resident in the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School, and the projected future demand for places in each catchment area. These updated projections take account of the most recent school census data (PLASC) published in 2022, and the most recent NHS GP registration data supplied in August 2022.

<b>Table 7: Recent and projected take up of Reception places in English-medium community schools of pupils' resident in the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School</b>										
		Recent demand (school census data)					Projected demand in catchment area			
Catchment area	Admission Number	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025	2025/2026
Albany	60	49	46	46	42	39	42	48	54	54
Allensbank	30	40	42	37	28	36	37	37	33	30
Gladstone	30	36	25	30	34	29	39	33	32	35
Total	120	125	113	113	104	104	118	118	119	119
Surplus places (compared to school)		-5	7	7	16	16	2	2	1	1
Surplus %		-4.2%	5.8%	5.8%	13.3%	13.3%	1.7%	1.7%	0.8%	0.8%

The above recent demand is extracted from the most recent PLASC data (February 2022) and represents the number of children in each catchment area taking up a place in English-medium education in any Cardiff school. Projected demand takes account of the recent percentage of pupils taking up a place, modelled against future NHS population data.

For comparison, the number of children allocated a place in Reception class at Albany Primary School, Allensbank Primary School or Gladstone Primary School on offer day



for the September 2022 intake totalled 110 compared to the combined Published Admission Numbers of 120 places.

Overall, the number of learners taking up places at these schools in each year group, in table 6, has been lower than the total demand for places within the catchment areas of those schools, in table 7, as parents have taken up places at other schools according to their preference.

The existing combined capacity of 4 Forms of Entry (120 places per year group) between Albany Primary School, Allensbank Primary School or Gladstone Primary School has provided sufficient capacity to accommodate demand from within the three catchment areas in recent years, when intakes to schools were at high levels city-wide.

### **Take up of places at Albany Primary School, Allensbank Primary School and Gladstone Primary School**

Table 8 below sets out the number of pupils enrolled at Albany Primary School, Allensbank Primary School and Gladstone Primary School, and the catchment area of their home address.

<b>Table 8: Home address of pupils enrolled at Albany Primary School, Allensbank Primary School and Gladstone Primary School (Source: PLASC 2022)</b>							
<b>School</b>	<b>Catchment area of home address</b>					<b>Resident elsewhere</b>	<b>Number On School Roll</b>
	<b>Albany catchment</b>	<b>Allensbank catchment</b>	<b>Gladstone catchment</b>	<b>Cathays HS catchment</b>	<b>Cathays HS catchment (%)</b>		
Albany	169	4	20	193	51.1%	185	378
Allensbank	3	122	18	143	74.1%	50	193
Gladstone	11	30	106	147	85.0%	26	173
<b>Total</b>	<b>183</b>	<b>156</b>	<b>144</b>	<b>483</b>		<b>261</b>	<b>744</b>

### **Take up of places by children resident within the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School**

Table 9 overleaf sets out the number of pupils resident in the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School, and the schools attended by those pupils.

<b>Table 9: Enrolled school of pupils resident in the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School (Source: PLASC 2022)</b>			
<b>School</b>	<b>Catchment area of home address</b>		
	Albany	Allensbank	Gladstone
Albany Primary School	169	4	20
Allensbank Primary School	3	122	18
Gladstone Primary School	11	30	106
Enrolled in other EM community schools	115	133	47
<b>Subtotal – pupils enrolled in any EM Community schools</b>	<b>298</b>	<b>289</b>	<b>191</b>
Enrolled in WM Community schools	25	145	39
Enrolled in Faith schools	80	150	64
Enrolled in special schools	9	13	6
<b>Totals</b>	<b>412</b>	<b>597</b>	<b>300</b>

When comparing the combined number of children taking up places at Albany Primary School, Allensbank Primary School and Gladstone Primary School in table 8, which totalled 744 in February 2022, with the combined number of children resident in the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School in table 9 of 778, there is a relatively close match. However, 295 children within the catchment areas of Albany Primary School, Allensbank Primary School and Gladstone Primary School were taking up places in other schools.

### **Projected surplus places in neighbouring catchment areas to Albany, Allensbank and Gladstone Primary Schools**

Table 10, overleaf, sets out the recent and projected take up of Reception places in English-medium community schools of pupils' resident in the neighbouring catchment areas to Albany, Allensbank and Gladstone Primary Schools. When comparing the number of places at those schools, to the take up of places at English-medium community school by children resident within each catchment area, surplus places have operated at sustainable levels of c10% in recent years. However, projected surplus in future years, taking account of the most recent NHS GP registration data in 2022, indicates a high level of surplus.

**Table 10: Recent and projected take up of Reception places in English-medium community schools of pupils' resident in the neighbouring catchment areas to Albany, Allensbank and Gladstone Primary Schools**

Catchment area	Admission Number	Recent demand in catchment area (school census data)					Projected demand in catchment area				
		2017/ 2018	2018/ 2019	2019/ 2020	2020/ 2021	2021/ 2022	2022/ 2023	2023/ 2024	2024/ 2025	2025/ 2026	
Adamsdown	60	44	41	40	37	32	29	25	20	20	
Stacey	30	35	30	27	32	32	38	34	36	38	
Marlborough*	120*	99	110	112	103	98	82	75	69	75	
Roath Park	60	49	40	53	38	36	40	37	35	32	
Rhydypenau	60	77	74	78	73	78	63	63	71	63	
Ton-Yr-Ywen	60	58	58	63	78	50	54	55	49	45	
Birchgrove	58	55	59	43	51	38	44	54	45	39	
Whitchurch	90	79	72	79	75	71	74	62	54	62	
Gabalfa	30	31	35	31	28	32	30	29	32	34	
Severn	60	34	40	45	38	28	45	35	33	40	
<b>Total</b>	628	561	559	571	553	495	499	469	444	448	
Surplus places (compared to school)		67	69	57	75	133	129	159	184	180	
<b>Surplus %</b>		10.7%	11.0%	9.1%	11.9%	21.2%	20.5%	25.3%	29.3%	28.7%	

\*Marlborough catchment presently served by Marlborough Primary School (60 places) and Howardian primary school (60 places)

## **Parental preference data: September 2023 intake to Reception Year**

Parents were invited to submit school preferences for entry to Reception Year in September 2023 between 14 November 2022 and 9 January 2023. These preferences are being verified and assessed, and decisions will be communicated to parents on national offer day (16 April 2023).

An initial count of first preferences provides an indication of intakes to schools. As few primary schools have a greater number of first preferences than places available, few children will be refused admission to their preferred school and offered a lower preference. Also, as 20 of 23 faith-based primary schools joined the coordinated admissions arrangements scheme for the 2023/2024 intake year this dataset provides a better indication of intakes than in previous years.

The total projected intake to Reception in 2023/2024 is c3,665 children. The Council received 3,225 applications by the closing date of 9 January 2023. There were a further 413 children enrolled in nursery classes for whom an application had not been submitted. Some of these children may not require a place in Cardiff school, whilst some other children who have not taken up a place in a Cardiff nursery class may apply for admission at a later date.

Table 11 overleaf provides a summary of first preferences submitted by 9 January 2023 for schools referenced in this appendix.

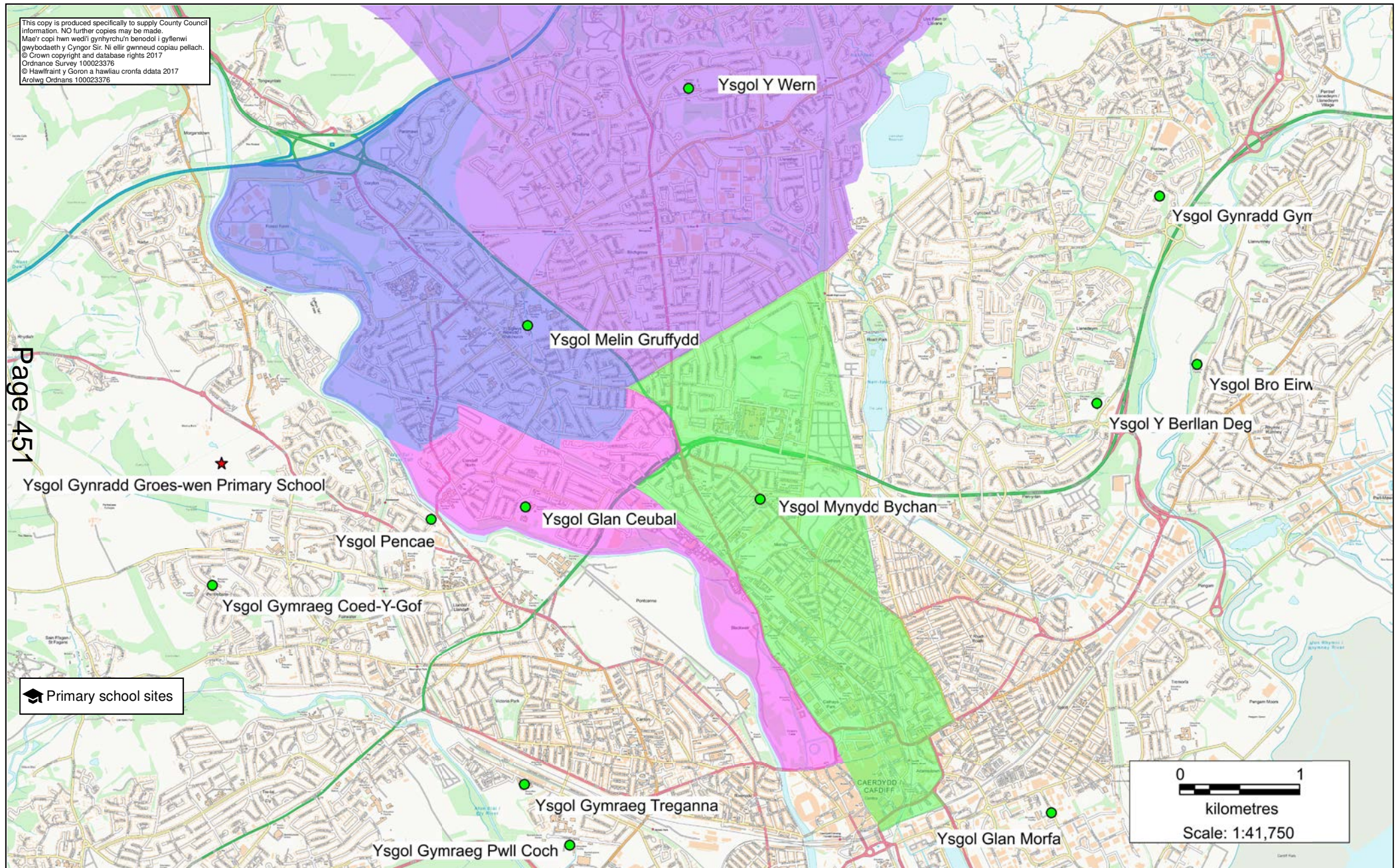
**Table 11: First preferences submit for entry to Reception Year 2023/24, submitted by the closing date of 9 January 2023**  
**Source: Capita One database**

<b>EM schools - area of proposals</b>	<b>Admission Number</b>	<b>1<sup>st</sup> preferences</b>	<b>Surplus / deficit</b>	
Albany	60	28	32	
Allensbank	30	18	12	
Gladstone	30	23	7	
St Monica's	20	10	10	
St Joseph's	30	15	15	
St Peter's	60	36	24	
<b>Subtotal</b>	230	130	100 <b>(43.5%)</b>	
<b>Neighbouring schools</b>	<b>EM</b>	<b>Admission Number</b>	<b>1<sup>st</sup> preferences</b>	<b>Surplus / deficit</b>
Adamsdown		60	29	31
Stacey		30	24	6
Marlborough		60	59	1
Roath Park		58	42	16
Rhydypenau		60	69	-9
Ton-Yr- Ywen		60	44	16
Birchgrove		58	47	11
Whitchurch		90	68	22
Gabalfa		30	26	4
Severn		60	33	27
<b>Subtotal</b>		566	441	125 <b>(22.1%)</b>
<b>WM schools - area of proposals</b>		<b>Admission Number</b>	<b>1<sup>st</sup> preferences</b>	<b>Surplus / deficit</b>
Ysgol Glan Ceubal		30	30	0
Ysgol Gymraeg Melin Gruffydd		60	69	-9
Ysgol Mynydd Bychan		30	26	4
Ysgol Y Wern		90	82	8
<b>Subtotal</b>		210	207	3 <b>(1.4%)</b>

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# Map showing Welsh-medium primary school catchments and sites for Ysgol Glan Ceubal, Ysgol Mynydd Bychan, Ysgol Melin Gruffydd & Ysgol Y Wern

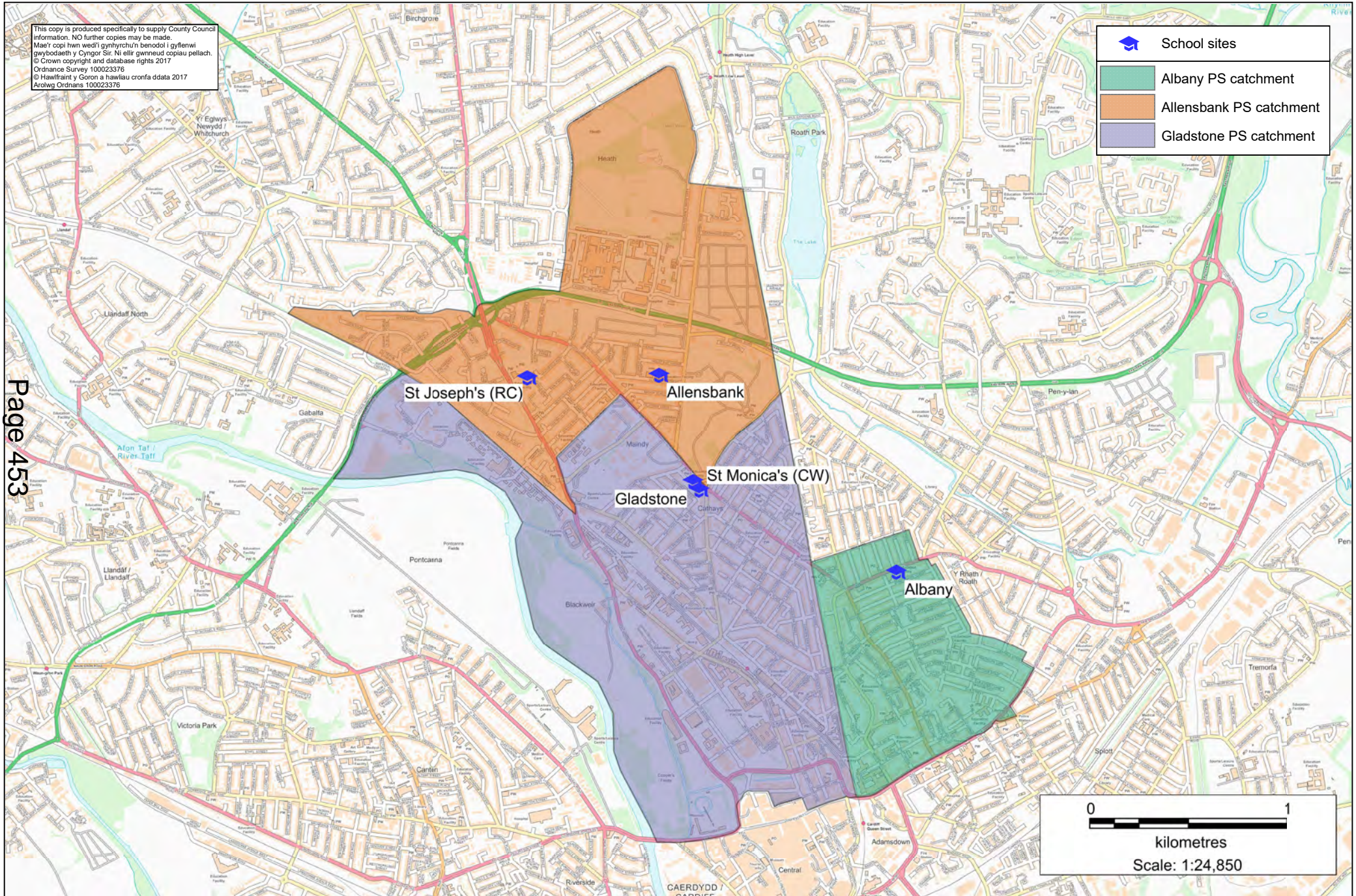
## Appendix 4



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Map showing English-medium primary school sites within the Albany, Allensbank and Gladstone catchment areas



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## Appendix 6: School census analysis - demographic data

The Pupil Level Annual School Census (PLASC) is a survey carried out yearly, typically in January, whereby schools compile information about their pupils which is subsequently collated by the Council and Welsh Government. This data can be used to help to identify the particular needs and challenges faced both by individual schools, and the broader outlook across Cardiff.

The following tables outline demographic parameters captured from PLASC which help inform and provide context to school proposals.

### Free school meal eligibility

Table 1 below summarises the percentage of pupils, in Reception to Year 6 inclusive, in receipt of free school meals at each school. This is recorded within PLASC as eligibility for free school meals (eFSM).

<b>Table 1: Demographic data - Reception to Year 6 pupils eligible for free school meals</b>	
Source: PLASC 2022	
School	Eligibility for FSM (pupils as %)
Albany Primary School	36.0%
Allensbank Primary School	37.8%
Gladstone Primary School	29.5%
St Monica's C.W Primary School	42.8%
Ysgol Mynydd Bychan	5.4%
Combined Allensbank and Gladstone	33.9%

### Ethnicity

Table 2 below summarises ethnicity data captured within the PLASC. This data varies between schools and has been summarised to White British and non-White British, and the number of ethnicities, to be more clearly represented.

<b>Table 2: Demographic data - Ethnicity of Reception to Year 6 school pupils</b>				
Source: PLASC 2022				
School	Number on pupils on roll	White British	Non-White British	Number of ethnicities
Albany Primary School	378	17.2%	82.8%	53
Allensbank Primary School	193	21.2%	78.8%	45
Gladstone Primary School	173	20.8%	79.2%	37
St Monica's C.W Primary School	138	18.8%	81.2%	28
Ysgol Mynydd Bychan	203	91.1%	8.9%	11

## Home language

Table 3 below details the demographic populations of schools in terms of the language spoken at home, and the pupils' competency in spoken English where English is regarded as an additional language (EAL). The percentages are quantified in terms of pupils who are categorised as regarded as needing additional support (new to English to developing competency, categories A to C), whilst the remaining children in categories D and E are categorised as 'competent' and 'fluent' respectively.

<b>Table 3: Demographic data - Home language of Reception to Year 6 school pupils</b>						
Source: PLASC 2022						
School	Number on roll	Home language English or Welsh	Home language not recorded	Home language not English or Welsh	No. of Home languages	EAL: A – C ('New to English' to 'developing competency')
Albany Primary School	378	161	11	206	37	111 (29%)
Allensbank Primary School	193	78	10	105	31	97 (50%)
Gladstone Primary School	173	66	3	104	31	82 (47%)
St Monica's C.W Primary School	138	42	0	95	33	90 (65%)
Ysgol Mynydd Bychan	203	201	0	2	3	0 (0%)

## Pupil mobility

Table 4 below gives an indication of the turnover of pupils at the schools, in terms of the percentage of the pupils in a cohort differing to the previous year relative to the PLASC date and averaged over a three year period. This provides a measure of the 'mobility' of the population in the school. Schools with a higher percentage have a more mobile pupil population i.e. a greater percentage of children transferring into and out of the school.

<b>Table 4 : Demographic data - Mobility of Reception to Year 6 school pupils</b>	
Source: PLASC 2020 / 2021/ 2022	
School	Pupils not promoting to next year group in school (3 year average)
Albany Primary School	14.5%
Allensbank Primary School	15.2%
Gladstone Primary School	21.9%
St Monica's C.W Primary School	21.1%
Ysgol Mynydd Bychan	1.3%

## Appendix 7

### Option 1

#### Site Organisation



#### Welsh-medium

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE)
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96

#### English-medium

- Amalgamate Allensbank and Gladstone Primary Schools:
  - Formally Close Allensbank Primary School
  - Formally Close Gladstone Primary School

- Establish a new 420 places (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's CiW Primary School site
- \*Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school

\* Any decision to relocate St Monica's CiW Primary School and to establish nursery provision at the school would be a matter for consideration by the Governing Body of the school with any proposed changes subject to consultation and the relevant statutory processes.

The proposed changes would be implemented from September 2025.

### **Nursery Provision**

The number of nursery places at Ysgol Mynydd Bychan would be increased from 64 to 96 to support its growth to a two-form entry school.

Should the transfer of St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site be taken forward it is proposed that 32 part time nursery places are provided to develop continuity and progression in children's learning from the age of three.

At present the Council funds 112 community nursery places between Allensbank Primary School and Gladstone Primary School, reducing to 96 places next year. It is proposed to retain sufficient accommodation to allow for up to 96 English-medium community nursery places at the new school.

Overall, accommodation to allow for an increased number of English-medium and Welsh-medium nursery places would be retained, and the number of places funded would reflect the demand for places in the local area.

The establishment of nursery provision at St Monica's Church in Wales Primary School would be subject to consultation and the relevant statutory processes.

### **Additional Learning Needs provision**

There is a Speech and Language early intervention class hosted by Allensbank Primary School. The Council admits up to 8 Foundation Phase children to this city-wide provision who were not making sufficient progress, but who have good prospects for returning to their local mainstream school.

Placements last 1 – 3 years, depending on progress. Pupils are dual registered at their local school and supported to return at the end of the placement. Pupils continue to attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school.

Consideration would be given to establishing the city-wide Speech & Language class within the new school.

Further consideration would be given to this in consultation with the relevant school Governing Body / bodies, taking account of each school's aspirations.

The proposed expansion of Ysgol Mynydd Bychan to two forms of entry, and transfer to the Allensbank Primary School site could provide the opportunity for consideration to be given to the establishment of specialist resource base provision. Separate proposals would have to be developed for this.

### **What are the benefits of the proposal?**

The proposed changes would:

- provide an improved balance between the availability and take up of both Welsh-medium and English-medium primary school places
- provide a more economically sustainable pattern of school provision over the long term
- support progress towards the Welsh in Education Strategic Plan (WESP) and Cymraeg 2050 targets
- support Ysgol Mynydd Bychan to maintain and continue to build on its excellent standards
- allow for a greater number of children to benefit from the education on offer at Ysgol Mynydd Bychan
- result in fewer children being refused admission to a local school
- as a minimum maintain the current standards of education and allow each school to continue to improve education for all of their learners
- ensure that each school provision offered meets the diverse needs of the communities they currently serve and are able to serve in the future
- support schools to be financially sustainable in an improved pattern of provision through amalgamation
- support schools to allocate a greater proportion of budget to teaching and learning, thereby retaining and increasing opportunities for learners
- maintain the current number of English-medium primary school places serving the local area
- allow for the establishment of nursery provision at St Monica's CiW Primary School and the associated benefits
- allow for the retention of school sites to future proof against changes in the population cycle

The expansion of Ysgol Mynydd Bychan to 2FE and the establishment of a new 2FE English-medium primary school would support teaching and learning by allowing for:

- the area to have two form of entry schools. When compared with smaller schools, the scale of a two form entry primary school permits greater flexibility and opportunity for pupils due to an extended, more enhanced and secure financial resource base
- a two form entry school can provide a greater degree of stability at all levels of leadership including maintaining a full and stable complement of school governors
- the ability to employ more teaching and support staff would allow the two form entry schools to cover a wider range of curriculum expertise
- a greater number of teachers to share workload and expertise

- greater opportunities to professionally develop staff e.g. NQTs who can observe their parallel teacher
- opportunities for staff to teach to their strengths ensuring learners have the best education experience possible
- a greater number of teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency
- greater opportunities to offer a broader range of extra-curricular activities
- greater opportunities for distributed leadership

The establishment of nursery provision at St Monica's Church in Wales Primary School would:

- provide continuity of provision which reflects the ethos and culture of the school
- support the development of strong and effective parental links from the earliest possible opportunity
- ease transition for a nursery-aged child when promoting to Reception class (where Reception admission application has been successful)
- allow for the early identification of vulnerable groups. This would mean that the needs of children can be identified as early as possible
- provide an opportunity for children to attend nursery at the same site as their older siblings. This should impact positively on parents' time and reduce the logistical difficulties that seeking an alternative childcare provision may cause
- provide continuity and progression between Early Years and Foundation Phase, enhancing the opportunity to appropriately address individual developmental and cultural needs

## **Standards**

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.

The standards at the four-school included in the proposed changes are good.

The proposed expansion of Ysgol Mynydd Bychan to 2FE, the establishment of a new 2FE English-medium primary school and the establishment of nursery provision at St Monica's provide the opportunity to realise a range of educational benefits that would allow for all of the schools to build on existing progress ensuring a positive impact on the quality and standards of education for current and future pupils.

Amalgamating Allensbank Primary School and Gladstone Primary School and combining their budget would allow for a redistribution of financial resources to schools through the reduction in the number of lump sum allocations to schools.

Should Option 1 be progressed, it is proposed that the equivalent sum would be ringfenced for the newly established two form entry English-medium for three years to support the school to further develop provision and/ or invest in resources to benefit its pupils. Beyond this period, this sum would be available for redistribution to primary schools city-wide.



## **Potential disadvantages of the proposals**

- there is potential for increased traffic congestion around the current Allensbank Primary School site and the current shared Gladstone Primary/St Monica's CiW Primary School site at the start and end of the school day. However, the Council would work with the Governing Bodies of the schools to develop a Travel Plan to minimise any potential disruption.
- the proposal to close Allensbank Primary School and Gladstone Primary School would result in the loss of two historic institutions which are valued by their communities.

## **Risks**

- there is a risk that an increase in the number of pupils requiring Welsh-medium places does not happen. The Council will keep its projections under review and would respond to any such changes in demand if required.
- there is a potential impact on neighbouring Welsh-medium schools. However, this is expected to be short term as the number of pupils attending Welsh-medium provision grows as part of the development of the Welsh in Education Strategic Plan (WESP).
- there is a risk that there will be a rise in demand for English-medium places. However, the Council will monitor demand over the coming years to ensure that there are sufficient places for those requiring English-medium education. As the proposals retain all existing sites and do not reduce accommodation available, they would retain flexibility for future changes that may be identified as appropriate.
- there is a risk of potential disruption to pupils during the transition period however the Council has significant experience in the successful delivery of building projects on the sites of occupied schools as a result of progressing a large and growing school organisation programme. Any building work carried out would be managed effectively in consultation with the schools to ensure the full curriculum continues to be delivered and that high education standards and safety standards are maintained.

## **Human Resources and Finance Matters**

### **Welsh-medium**

Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one school site to another. Staff involvement in the development of building specifications or designs should be secured.

The proposed expansion of Ysgol Mynydd Bychan would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

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 would provide opportunities for any school-based staff on the school redeployment register.

The Council was successful in securing £1.8m grant funding from the Welsh Government to reorganise primary school provision in central Cardiff and expand Welsh medium places by 1 Form of Entry (210 places). The purpose of the Welsh Medium Capital Grant is to support capital investments that facilitate growth in Welsh-medium education and use of the Welsh language.

The funding allocated to Cardiff Council is ring-fenced to support expansion in Welsh-medium education provision and would allow for investment in school buildings to support increased intakes.

### **English-medium**

The number of teaching and learning roles required for a 2FE primary school is similar to the number for two 1FE primary schools, however the type and number of roles required would be dependent on the number of pupils on roll and the school budget position.

Where roles are duplicated e.g., Headteacher and Deputy Headteacher positions, and administrative and estates staff, it is expected that there would be a reduction in the number of roles required overall.

The proposed formal closure of Allensbank Primary School and Gladstone Primary School and the establishment of a new 2FE primary school places staff at a potential risk of redundancy which would need to be managed in line with the School Redeployment and Redundancy Policy.

A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary or compulsory redundancies. Therefore, the Council is committed to maximising opportunities for school staff to secure employment in other schools in Cardiff through redeployment into vacancies in other schools in Cardiff.

The redeployment arrangements would also be taken into account should the decision be taken to relocate the Speech and Language class from Allensbank Primary School to within the remit of a Governing Body of another school.

The establishment of a new school would require the setting up of a temporary Governing Body to oversee the development of an appropriate staffing structure and appointments to this.

Any decisions taken with regards to staffing would be a matter for the relevant Governing Body.

The proposed increase in pupil numbers arising from the introduction of a nursery at St Monica's Primary School would require the Governing Body and Senior Leadership Team to plan for workforce requirements of additional staffing.

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

Funding to support the reorganisation of English-medium provision would need to be made available from Council resources. There would be no savings to the Council as a result of the proposed changes. Any efficiency savings arising out of a reduction in leadership and establishment costs would allow for funding to be allocated more effectively within the Education budget.

The school budget formula saving from amalgamating Allensbank Primary School and Gladstone Primary School by closing each school and creating a single two form entry primary school as set out in Option 1 would be c£98k per year based on the removal of lump sum allowances provided to schools.

This option amalgamating Allensbank and Gladstone and combining their budget would allow for a redistribution of financial resources to schools through the reduction in the number of lump sum allocations to schools.

Should Option 1 be progressed, it is proposed that the equivalent sum would be ringfenced for the newly established two form entry English-medium for three years to support the school to further develop provision and/or invest in resources to benefit its pupils. Beyond this period, this sum would be available for redistribution to primary schools city-wide.

Option 1 would result in the displacement of an existing Headteacher and restructuring of leadership. The anticipated efficiencies in the new school's budget, compared to the two existing budgets combined, could be c£100,000 to £114,000 per year plus on-costs, based on the midpoint of existing leadership salary ranges and the implementation of a new leadership structure of one Headteacher and two Deputy Headteachers.

### **Transport/Travel to school**

The Council has been committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such plans identify actions by the school to support and encourage active travel to school and identify any improvements to on-site and off-site infrastructure required to facilitate active journeys. The Council's Active Travel Plans officers have been working with schools to develop these and all four schools included in the proposed changes already have Active Travel Plans in place for their current sites.

All new (including reorganised) schools need to have an Active Travel Plan in place from the outset of their operation.

The Active Travel Plans officers will continue to work with the schools in the review and further development of their current Active Travel Plans as appropriate to suit any change in circumstances. They can support with engagement on the Active Travel Plans as part of an implementation of a proposed expansion of places and any changes in location of school cohorts to alternative sites.

Following a reorganisation of the schools, the Council will monitor conditions outside the schools post-completion to see if any further measures such as parking restrictions are required. The scope for introducing parking restrictions will be investigated and put in place where appropriate as a low-cost measure to help discourage short distance car travel, make the environment outside each school safer and more conducive to walking, scooting and cycling and maximise active travel to school.

The Council's Road Safety Team already provides a programme of cycle and pedestrian training to further encourage take up of active travel to school. This support will continue as part of the ongoing engagement and support that will be provided by the Council's Schools Active Travel Team on Active Travel Plan development and delivery.

The construction of the new Cycleway 1.2 along Cathays Terrace, Whitchurch Road and Allensbank Road will provide a new cycling facility directly linking to Allensbank Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School.

Where it is identified that some pupils will be eligible for school transport due to their additional learning needs (e.g., for SRB pupils), the facilities for drop-off and pick-up of pupils will be reviewed to identify any necessary improvements.

The maximum distances between the school sites is c0.5 miles. Should any of the schools be relocated to an alternative site, the maximum increase in home to school travel distance for current pupils is therefore 0.5 miles.

The impact of transferring Ysgol Mynydd Bychan to the Allensbank site would be an average travel distance increase of 0.04 miles for current pupils of Ysgol Mynydd Bychan.

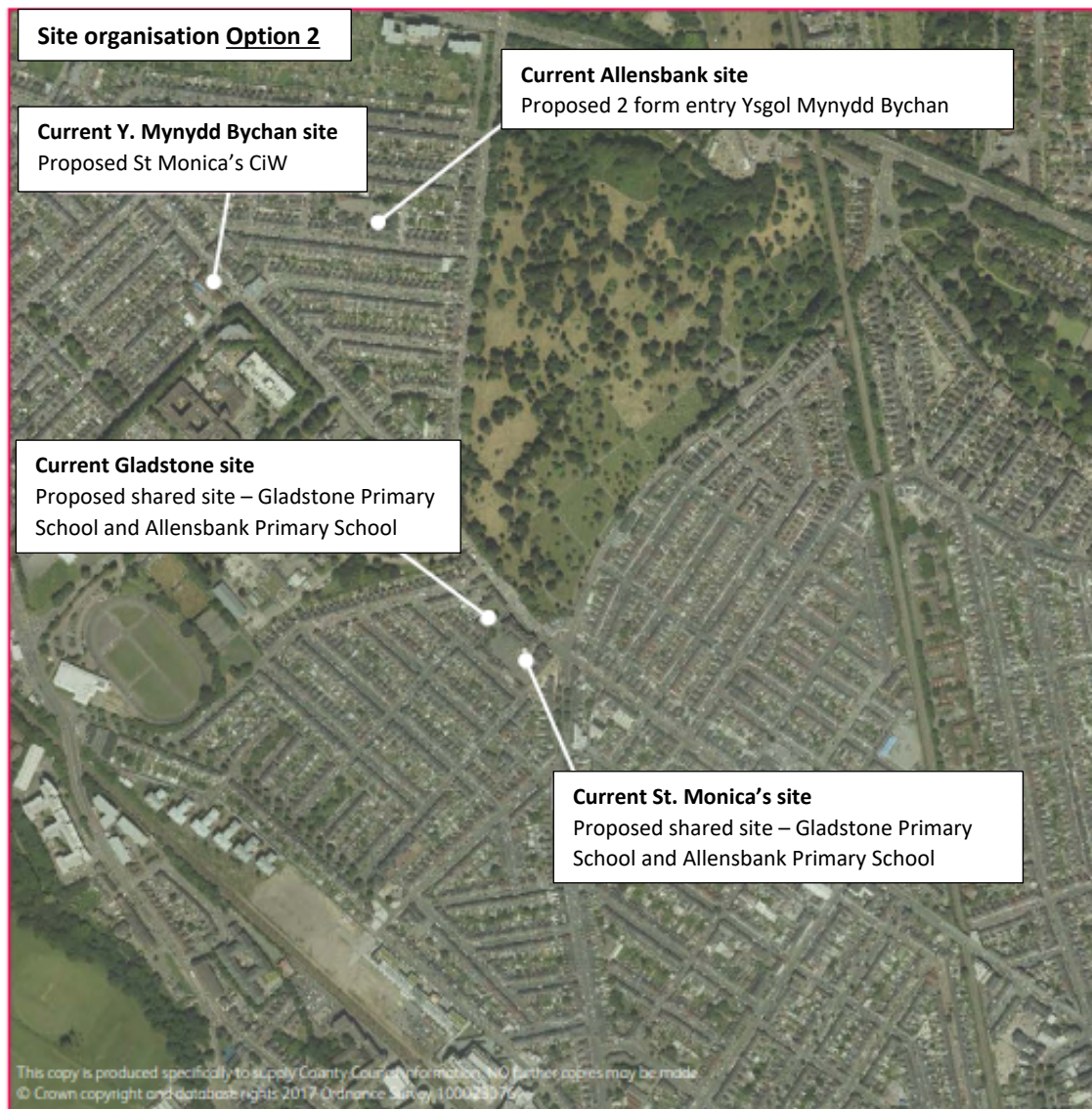
The establishment of a new 2FE English-medium primary school at the shared Gladstone Primary School / St Monica's CiW Primary School site would result in the current pupils of Allensbank Primary School having an increased journey. The impact on these pupils would be an average travel distance increase of 0.08 miles.

The impact of transferring St Monica's CiW Primary School to the Ysgol Mynydd Bychan would be an average travel distance increase of 0.2 miles for current pupils of St Monica's.

## Appendix 8

### Option 2

#### Site Organisation



#### Welsh-medium

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE)
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96

#### English-medium

- Co-locate Allensbank and Gladstone Primary Schools on a shared site:
  - Transfer Allensbank Primary School to the current shared Gladstone Primary School / St Monica's CiW Primary School site
  - \*Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 210 places (1FE)

- Reduce the age range of Allensbank Primary School from 3-11 to 4-11 by discontinuing nursery provision at the school
- Increase the number of nursery places at Gladstone Primary School from 64 to 96
- **\*\*Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school**

This option would allow for further consideration to be given to collaboration / formal federation between Allensbank Primary School and Gladstone Primary School.

The proposed changes would be implemented from September 2025.

\*Following consultation, the Admission Number for Allensbank Primary School was reduced to 30 in 2022/23. A reduction in the school capacity would align the school capacity/admission number.

\*\* Any decision to relocate St Monica's CiW Primary School and to establish nursery provision at the school would be a matter for consideration by the Governing Body of the school with any proposed changes subject to consultation and the relevant statutory processes.

### **Nursery Provision**

The number of nursery places at Ysgol Mynydd Bychan would be increased from 64 to 96 to support its growth to a two-form entry school.

Should the transfer of St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site be taken forward it is proposed that 32 part time nursery places are provided to develop continuity and progression in children's learning from the age of three.

At present the Council funds 112 community nursery places between Allensbank Primary School and Gladstone Primary School, reducing to 96 places next year . It is proposed to retain sufficient accommodation to allow for up to 96 English-medium community nursery places at the shared schools' site. These places would be provided at Gladstone Primary School.

Overall, accommodation to allow for an increased number of English-medium and Welsh-medium nursery places would be retained, and the number of places funded would reflect the demand for places in the local area.

### **Additional Learning Needs provision**

There is a Speech and Language early intervention class hosted by Allensbank Primary School. The Council admits up to 8 Foundation Phase children to this city-wide provision who were not making sufficient progress, but who have good prospects for returning to their local mainstream school.

Placements last 1 – 3 years, depending on progress. Pupils are dual registered at their local school and supported to return at the end of the placement. Pupils continue to

attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school. Consideration would be given to establishing the city-wide Speech & Language class within the relocated Allensbank Primary School.

Further consideration would be given to this in consultation with the relevant school Governing Body / bodies, taking account of each school aspirations.

The proposed expansion of Ysgol Mynydd Bychan to two forms of entry, and transfer to the Allensbank Primary School site could provide the opportunity for consideration to be given to the establishment of specialist resource base provision. Separate proposals would have to be developed for this.

### **Operational considerations**

The current Gladstone Primary School / St Monica's CiW Primary School site overall is capable of accommodating up to 420 pupils with nursery. However as each school building could not accommodate 210 pupils each, the schools would have to work together to agree how the available accommodation could best be used to meet the operational requirements of both schools.

### **Collaboration/Federation**

The co-location of Allensbank Primary School and Gladstone Primary School on a shared site would provide opportunities for the schools to work in partnership to maximise opportunities for all pupils either through collaboration or federation.

Should the schools consider implementing a formal collaboration or federation this would be led by the Governing Bodies and supported by the Council.

### **What are the benefits of the proposal?**

The proposed changes would:

- provide an improved balance between the availability and take up of both Welsh-medium and English-medium primary school places
- support progress towards WESP and Cymraeg 2050 targets
- support Ysgol Mynydd Bychan to maintain and continue to build on its excellent standards
- allow for a greater number of children to benefit from the education on offer at Ysgol Mynydd Bychan
- result in fewer children being refused admission to a local school
- as a minimum maintain the current standards of education and allow each school to continue to improve education for all of their learners
- ensure that each school provision offered meets the diverse needs of the communities they currently serve and are able to serve in the future
- support schools to be financially sustainable in an improved pattern of provision through collaboration/federation
- maintain the current number of English-medium primary school places serving the local area

- allow for the establishment of nursery provision at St Monica's CiW Primary School and the associated benefits
- allow for the retention of school sites to future proof against changes in the population cycle

The expansion of Ysgol Mynydd Bychan to 2FE would support teaching and learning by allowing for:

- the school to increase to two forms of entry. When compared with smaller schools, the scale of a two form entry primary school permits greater flexibility and opportunity for pupils due to an extended, more enhanced and secure financial resource base
- a two form entry school can provide a greater degree of stability at all levels of leadership including maintaining a full and stable complement of school governors
- the ability to employ more teaching and support staff would allow the two form entry schools to cover a wider range of curriculum expertise
- a greater number of teachers to share workload
- greater opportunities to professionally develop staff e.g. NQTs who can observe their parallel teacher
- opportunities for staff to teach to their strengths ensuring learners have the best education experience possible
- a greater number of teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency
- greater opportunities to offer a broader range of extra-curricular/enrichment activities
- greater opportunities for distributed leadership

The establishment of a federation between Allensbank Primary School and Gladstone Primary School would:

- support raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion
- allow for the sharing of good practice, preparation materials and resources
- enhance opportunities for pupil activities leading to improvements to the quality of learning for staff and pupils
- enhance opportunities for staff professional development
- increase opportunities for middle management development
- provide School Council and pupil development opportunities
- improved social opportunities for pupils
- allow for cross phase arrangements
- allow for streamlining of policies and structures
- support school improvement by enabling schools to draw on the resources of other schools to tackle problems, share expertise, raise expectations and address the needs of particular groups of pupils.
- provide opportunities to exploit economies of scale and sharing services across the schools
- allow for the possible easier recruitment of governors with fewer governor vacancies.
- allow for sharing of expertise and resources



- facilitate the organisation of professional development
- ease arrangement of joint pupil activities

The establishment of nursery provision at St Monica's Church in Wales Primary School would:

- provide continuity of provision which reflects the ethos and culture of the school
- support the development of strong and effective parental links from the earliest possible opportunity
- ease transition for a nursery-aged child when promoting to Reception class (where Reception admission application has been successful)
- allow for the early identification of vulnerable groups. This will mean that the needs of children can be identified as early as possible
- provide an opportunity for children to attend nursery at the same site as their older siblings. This should impact positively on parents' time and reduce the logistical difficulties that seeking an alternative childcare provision may cause
- provide continuity and progression between Early Years and Foundation Phase, enhancing the opportunity to appropriately address individual developmental and cultural needs

## **Standards**

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.

The standards at the four schools included in the proposed changes are good.

The proposed expansion of Ysgol Mynydd Bychan to 2FE and the establishment of nursery provision at St Monica's CiW Primary School provides the opportunity to realise a range of educational benefits that would allow for these two schools to build on existing progress ensuring a positive impact on the quality and standards of education for current and future pupils.

Maintaining Allensbank Primary School and Gladstone Primary School as two separate provisions would not allow for the benefits of a 2 from entry school to be realised or for the reduction in formula funding that would be released in Option 1 to be made available for ring-fencing nor for distribution to schools city wide through the funding formula.

Additionally, the potential for the educational benefits identified to be realised would be subject to the implementation of collaborative/formal federation arrangements between Allensbank Primary School and Gladstone Primary School.

## **Potential disadvantages of the proposals**

There is potential for increased traffic congestion around the current Allensbank Primary School site and the current shared Gladstone Primary/St Monica's CiW Primary School site at the start and end of the school day. However, the Council would

work with the Governing Bodies of the schools to develop a Travel Plan to minimise any potential disruption.

### **Risks**

- there is a risk that an increase in the number of pupils requiring Welsh-medium places does not happen. The Council will keep its projections under review and would respond to any such changes in demand if required.
- there is a potential impact on neighbouring Welsh-medium schools. However, this is expected to be short term as the number of pupils attending Welsh-medium provision grows as part of the development of the WESP.
- there is a risk that there will be a rise in demand for English-medium places. However, the Council will monitor demand over the coming years to ensure that there are sufficient places for those requiring English-medium education. As the proposals retain all existing sites and do not reduce accommodation available, they would retain flexibility for future changes that may be identified as appropriate.
- there is a risk of potential disruption to pupils during the transition period, however the Council has significant experience in the successful delivery of building projects on the sites of occupied schools as a result of progressing a large and growing school organisation programme. Any building work carried out would be managed effectively in consultation with the schools to ensure the full curriculum continues to be delivered and that high education standards and safety standards are maintained.
- the Governing Bodies of Allensbank Primary School and Gladstone Primary School may decide not to proceed with collaborative working or federation.

### **Human Resources and Finance Matters**

#### **Welsh-medium**

Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one school site to another. Staff involvement in the development of building specifications or designs should be secured.

The proposed expansion of Ysgol Mynydd Bychan would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

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 would provide opportunities for any school-based staff on the school redeployment register.

The Council was successful in securing £1.8m grant funding from the Welsh Government to reorganise primary school provision in central Cardiff and expand Welsh medium places by 1 Form of Entry (210 places). The purpose of the Welsh

Medium Capital Grant is to support capital investments that facilitate growth in Welsh-medium education and use of the Welsh language.

The funding allocated to Cardiff Council is ring-fenced to support expansion in Welsh-medium education provision and would allow for investment in school buildings to support increased intakes.

### **English-medium**

Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one school site to another. Staff involvement in the development of building specifications or designs should be secured.

Option 2 would allow for the Governing Bodies of Allensbank Primary School and Gladstone Primary School to consider collaborative working or the establishment of a formal federation.

Federation could result in a reduction in the number of leadership roles overall across the two schools depending on the model taken forward.

Any decisions taken with regards to staffing would be a matter for the relevant Governing Body.

The proposed increase in pupil numbers arising from the introduction of a nursery at St Monica's Primary School would require the Governing Body and Senior Leadership Team to plan for workforce requirements of additional staffing.

Funding to support the reorganisation of English-medium provision must be made available from Council resources. There would be no savings to the Council as a result of the proposed changes. Any efficiency savings arising out of a formal federation would allow for funding to be allocated more effectively within the Education budget.

The Governing Bodies, or single Governing Body if federated, could identify efficiencies in leadership, staffing or fixed costs due to sharing of a site.

Proposals to locate Allensbank and Gladstone (Option 2) on a single shared site, but as separate schools, could also result in the displacement of an existing Headteacher and restructuring of leadership, should the Governing Bodies decide to federate and seek to proceed with this.

Federations of one form entry schools in Cardiff have implemented differing leadership structures; however, the anticipated salary efficiencies in the school's budget, compared to the two existing budgets combined, could be between c£43,000 and c£77,000 per year plus on-costs, depending on the new leadership structure implemented.

Whilst this would also provide a less costly leadership structure overseeing the English-medium provision, the formula funding to these schools is c£98,000 greater each year, compared to amalgamation, as each school would still receive lump sum

allocations. There is no greater cost to the Council overall, but this sum would not be available for ring-fencing to the schools nor for distribution to schools city-wide through the funding formula as per Option 1.

### **Transport/Travel to school**

The Council has been committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such plans identify actions by the school to support and encourage active travel to school and identify any improvements to on-site and off-site infrastructure required to facilitate active journeys. The Council's Active Travel Plans officers have been working with schools to develop these and all four schools already have Active Travel Plans in place for their current sites.

All new (including reorganised) schools need to have an Active Travel Plan in place from the outset of their operation.

The Active Travel Plans officers will continue to work with the schools in the review and further development of their current Active Travel Plans as appropriate to suit any change in circumstances. They can support with engagement on the Active Travel Plans as part of an implementation of a proposed expansion of places and any changes in location of school cohorts to alternative sites.

Following a reorganisation of the schools, the Council will monitor conditions outside the schools post-completion to see if any further measures such as parking restrictions are required. The scope for introducing parking restrictions will be investigated and put in place where appropriate as a low-cost measure to help discourage short distance car travel, make the environment outside each school safer and more conducive to walking, scooting and cycling and maximise active travel to school.

The Council's Road Safety Team already provides a programme of cycle and pedestrian training to further encourage take up of active travel to school. This support will continue as part of the ongoing engagement and support that will be provided by the Council's Schools Active Travel Team on Active Travel Plan development and delivery.

The construction of the new Cycleway 1.2 along Cathays Terrace, Whitchurch Road and Allensbank Road will provide a new cycling facility directly linking to Allensbank Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School.

Where it is identified that some pupils will be eligible for school transport due to their additional learning needs (e.g., for SRB pupils), the facilities for drop-off and pick-up of pupils will be reviewed to identify any necessary improvements.

The maximum distances between the school sites is c0.5 miles. Should any of the schools be relocated on to an alternative site, the maximum increase in home to school travel distance for current pupils is therefore 0.5 miles.

The impact of transferring Ysgol Mynydd Bychan to the Allensbank Primary School site would be an average travel distance increase of 0.04 miles for current pupils of Ysgol Mynydd Bychan.

Transferring Allensbank Primary School to the shared Gladstone Primary School / St Monica's CiW Primary school site would result in the current pupils of Allensbank Primary School having an increased journey, averaging 0.08 miles. The impact on these pupils would be an average travel distance increase of 0.08 miles.

The impact of transferring St Monica's Church in Wales Primary School to the Ysgol Mynydd Bychan site would be an average travel distance increase for pupils of 0.2 miles.

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## Appendix 9

### Option 3

#### Site Organisation



### Option 3

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE)
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Transfer Allensbank Primary School to the current Ysgol Mynydd Bychan site
- Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 192 places (0.9FE)

This option would allow for further consideration to be given to formal federation / collaboration between Allensbank Primary School and Gladstone Primary School.

The proposed changes would be implemented from September 2025.

## **Nursery Provision**

The number of nursery places at Mynydd Bychan would be increased from 64 to 96 to support its growth to a two-form entry school.

There would be no change to the number of nursery places at Allensbank Primary school. The school is currently funded for 48 nursery places, reducing to 32 next year.

## **Additional Learning Needs provision**

There is a Speech and Language early intervention class hosted by Allensbank Primary School. The Council admits up to 8 Foundation Phase children to this city-wide provision who were not making sufficient progress, but who have good prospects for returning to their local mainstream school.

Placements last 1 – 3 years, depending on progress. Pupils are dual registered at their local school and supported to return at the end of the placement. Pupils continue to attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school.

Consideration would be given to the relocation of the city-wide Speech and Language class hosted by Allensbank Primary School should Option 3 be progressed.

The proposed expansion of Ysgol Mynydd Bychan to two forms of entry, and transfer to the Allensbank Primary School site could provide the opportunity for consideration to be given to the establishment of specialist resource base provision. Separate proposals would have to be developed for this.

## **Collaboration/Federation**

The close proximity of Allensbank Primary School and Gladstone Primary School provides opportunities for the schools to work in partnership to maximise opportunities for all pupils at the schools either through collaboration or federation.

Should the schools consider implementing a formal collaboration or federation this would be led by the Governing Bodies and supported by the Council.

## **What are the benefits of the proposal?**

The proposed changes would:

- provide an improved balance between the availability and take up of both Welsh-medium and English-medium primary school places
- support progress towards the Welsh in Education Strategic Plan (WESP) and Cymraeg 2050 targets
- support Ysgol Mynydd Bychan to maintain and continue to build on its excellent standards
- allow for a greater number of children to benefit from the education on offer at Ysgol Mynydd Bychan
- result in fewer children being refused admission to a local school



- as a minimum maintain the current standards of education
- ensure that each school provision offered meets the diverse needs of the communities they currently serve and are able to serve in the future
- support schools to be financially sustainable in an improved pattern of provision through collaboration/federation
- allow for the retention of school sites to future proof against changes in the population cycle

The expansion of Ysgol Mynydd Bychan to 2FE would support teaching and learning by allowing for:

- the school to increase to two forms of entry. When compared with smaller schools, the scale of a two form entry primary school permits greater flexibility and opportunity for pupils due to an extended, more enhanced and secure financial resource base
- a two form entry school can provide a greater degree of stability at all levels of leadership including maintaining a full and stable complement of school governors
- the ability to employ more teaching and support staff would allow the two form entry schools to cover a wider range of curriculum expertise
- a greater number of teachers to share workload
- greater opportunities to professionally develop staff e.g. NQTs who can observe their parallel teacher
- opportunities for staff to teach to their strengths ensuring learners have the best education experience possible
- a greater number to teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency
- greater opportunities to offer a broader range of extra-curricular/enrichment activities
- greater opportunities for distributed leadership

The establishment of a federation between Allensbank Primary School and Gladstone Primary School would:

- support raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion
- allow for the sharing of good practice, preparation materials and resources
- enhance opportunities for pupil activities leading to improvements to the quality of learning for staff and pupils
- enhance opportunities for staff professional development
- increase opportunities for middle management development
- provide School Council and pupil development opportunities
- improved social opportunities for pupils
- allow for cross phase arrangements
- allow for streamlining of policies and structures
- support school improvement by enabling schools to draw on the resources of other schools to tackle problems, share expertise, raise expectations and address the needs of particular groups of pupils.
- provide opportunities to exploit economies of scale and sharing services across the schools

- allow for the possible easier recruitment of governors with fewer governor vacancies.
- allow for sharing of expertise and resources
- facilitate organisation of professional development
- ease arrangement of joint pupil activities

## **Standards**

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.

The standards at the four schools included in the proposed changes are good.

The proposed expansion of Ysgol Mynydd Bychan to 2FE provides the opportunity to realise a range of educational benefits that would allow for the school to build on existing progress ensuring a positive impact on the quality and standards of education for current and future pupils.

The proposal would not however allow for the establishment of nursery provision at St Monica's CiW Primary School and the associated benefits.

Maintaining Allensbank Primary School and Gladstone Primary School as two separate provisions would not allow for the benefits of a 2 form entry school to be realised or for the reduction in formula funding that would be released in Option 1 to be made available for ring-fencing nor for distribution to schools city wide through the funding formula.

Additionally, the potential for educational benefits at Allensbank Primary School and Gladstone Primary School to be realised would be subject to the implementation of a collaboration/formal federation arrangement.

## **Potential disadvantages of the proposal**

- there is potential for increased traffic congestion around the current Allensbank Primary School site at the start and end of the school day. However, the Council would work with the Governing Bodies of the schools to develop a Travel Plan to minimise any potential disruption.
- the proposal to reduce the capacity of Allensbank Primary School would result in a marginal reduction in the number of English-medium community primary school places.

## **Risks**

- there is a risk that an increase in the number of pupils requiring Welsh-medium places does not happen. The Council will keep its projections under review and would respond to any such changes in demand if required.
- there is a potential impact on neighbouring Welsh-medium schools. However, this is expected to be short term as the number of pupils attending Welsh-medium provision grows as part of the development of the WESP.

- there is a risk that there will be a rise in demand for English-medium places. However, the Council will monitor demand over the coming years to ensure that there are sufficient places for those requiring English-medium education. As the proposals retain all existing sites and do not reduce accommodation available, they would retain flexibility for future changes that may be identified as appropriate.
- there is a risk of potential disruption to pupils during the transition period however the Council has significant experience in the successful delivery of building projects on the sites of occupied schools as a result of progressing a large and growing school organisation programme. Any building work carried out would be managed effectively in consultation with the schools to ensure the full curriculum continues to be delivered and that high education standards and safety standards are maintained.
- the Governing Bodies of Allensbank Primary School and Gladstone Primary School may decide not to proceed with collaborative working or federation.

## **Human Resources and Finance Matters**

### **Welsh-medium**

Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one school site to another. Staff involvement in the development of building specifications or designs should be secured.

The proposed expansion of Ysgol Mynydd Bychan would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

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 would provide opportunities for any school-based staff on the school redeployment register.

The Council was successful in securing £1.8m grant funding from the Welsh Government to reorganise primary school provision in central Cardiff and expand Welsh medium places by 1 Form of Entry (210 places). The purpose of the Welsh Medium Capital Grant is to support capital investments that facilitate growth in Welsh-medium education and use of the Welsh language.

The funding allocated to Cardiff Council is ring-fenced to support expansion in Welsh-medium education provision and would allow for investment in school buildings to support increased intakes.

### **English-medium**

Proposals to relocate a school would require high levels of staff and trade union consultation, clear communication plans and arrangements for the transition from one

school site to another. Staff involvement in the development of building specifications or designs should be secured.

This option would allow for the Governing Bodies of Allensbank Primary School and Gladstone Primary school to consider collaborative working or the establishment of a formal federation.

Federation could result in a reduction in the number of leadership roles overall across the two schools depending on the model taken forward.

Any decisions taken with regards to staffing would be a matter for the relevant Governing Body.

Funding to support the reorganisation of English-medium provision must be made available from Council resources. There would be no savings to the Council as a result of the proposed changes. Any efficiency savings arising out of a formal federation would allow for funding to be allocated more effectively within the Education budget.

The proposal to transfer Ysgol Mynydd Bychan to the Allensbank site, and to transfer Allensbank to the Ysgol Mynydd Bychan site (Option 3) would not result in the displacement of an existing Headteacher and restructuring of leadership although this could be considered at a later stage by the Governing Body. Should the Governing Body pursue a federation in future, the federated schools could reduce leadership costs by c£43,000 and c£77,000 per year plus on costs.

The formula funding to these schools is £98,000 greater each year, compared to amalgamation of Allensbank and Gladstone in Option 1, as each school would still receive lump sum allocations. These lump sums would not be available for ring-fencing to the schools nor for distribution to schools city-wide through the funding formula as per Option 1.

### **Travel to school**

The Council has been committed to ensuring that every school in Cardiff has an Active Travel Plan by 2022. Such plans identify actions by the school to support and encourage active travel to school and identify any improvements to on-site and off-site infrastructure required to facilitate active journeys. The Council's Active Travel Plans officers have been working with schools to develop these and all four schools already have Active Travel Plans in place for their current sites.

All new (including reorganised) schools need to have an Active Travel Plan in place from the outset of their operation.

The Active Travel Plans officers will continue to work with the schools in the review and further development of their current Active Travel Plans as appropriate to suit any change in circumstances. They can support with engagement on the Active Travel Plans as part of an implementation of a proposed expansion of places and any changes in location of school cohorts to alternative sites.

Following a reorganisation of the schools, the Council will monitor conditions outside the schools post-completion to see if any further measures such as parking restrictions are required. The scope for introducing parking restrictions will be investigated and put in place where appropriate as a low-cost measure to help discourage short distance car travel, make the environment outside each school safer and more conducive to walking, scooting and cycling and maximise active travel to school.

The Council's Road Safety Team already provides a programme of cycle and pedestrian training to further encourage take up of active travel to school. This support will continue as part of the ongoing engagement and support that will be provided by the Council's Schools Active Travel Team on Active Travel Plan development and delivery.

The construction of the new Cycleway 1.2 along Cathays Terrace, Whitchurch Road and Allensbank Road will provide a new cycling facility directly linking to Allensbank Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School.

Where it is identified that some pupils will be eligible for school transport due to their additional learning needs (e.g., for SRB pupils), the facilities for drop-off and pick-up of pupils will be reviewed to identify any necessary improvements.

The maximum distances between the school sites is c0.5 miles. Should the schools exchange sites the maximum increase in home to school travel distance is therefore 0.5 miles.

The impact of transferring Ysgol Mynydd Bychan to the Allensbank Primary School site would be an average travel distance increase of 0.04 miles for current pupils of Ysgol Mynydd Bychan.

The impact of transferring Allensbank Primary School to the Ysgol Mynydd Bychan site would be an average travel distance increase of 0.04 miles for current pupils of Allensbank.

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# Single Impact Assessment

Cardiff Council

Appendix 10



## 1. Details of the Proposal

**What is the proposal?**

Title:	<b>SCHOOL ORGANISATION PLANNING: PRIMARY SCHOOL PLACES TO SERVE CATHAYS AND PARTS OF GABALFA, HEATH, LLANDAFF NORTH AND PLASNEWYDD</b>
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**Is this a new proposal or are you amending an existing policy, strategy, project, procedure or service?**

New	<input checked="" type="checkbox"/>
Existing	<input type="checkbox"/>

**Directorate/Service Area:**

Education

**Who is developing the proposal?**

Name:	Richard Portas
Job Title:	Programme Director – SOP

**Responsible Lead Officer (Director or Assistant Director):**

Melanie Godfrey  
Director of Education and Lifelong Learning

**Cabinet Portfolio:**

Education (Councillor Sarah Merry)

The Single Impact Assessment (SIA) can be strengthened as time progresses, helping shape the proposal. Version control will provide a useful audit trail of how the SIA has developed. Draft versions of the assessment should be retained for completeness, however only the final version will be publicly available. Draft versions may be provided to regulators if appropriate.

Version	Author	Job Title	Date
1	Rachel Burgess Willis	Project Officer- School Organisation Planning	16/02/2023

## 2. Overview of the Proposal

### What action is the Council considering and why?

*Please provide an outline of the proposal.*

The report seeks Cabinet approval to consult on revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

It is proposed to consult on three options:

#### Option 1

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE) and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Amalgamate Allensbank and Gladstone Primary Schools:
  - Formally Close Allensbank Primary School
  - Formally Close Gladstone Primary School
  - Establish a new 420 place (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's CiW Primary School site
- Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school

#### Option 2

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE), and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Co-locate Allensbank and Gladstone Primary Schools on a shared site:
  - Transfer Allensbank Primary School to the current shared Gladstone Primary School / St Monica's CiW Primary School site
  - Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 210 places (1FE)



- Reduce the age range of Allensbank Primary School from 3-11 to 4-11 by discontinuing nursery provision at the school
- Increase the number of nursery places at Gladstone Primary School from 64 to 96
- Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school

### Option 3

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE)
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Transfer Allensbank Primary School to the current Ysgol Mynydd Bychan site
- Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 192 places (0.9FE)

### **The proposed changes would be implemented from September 2025**

Option 2 and Option 3 would provide the opportunity for Allensbank Primary School and Gladstone Primary School to work in partnership to maximise opportunities for all pupils at the schools either through collaboration or federation.

Should the schools consider implementing a formal collaboration or federation this would be led by the Governing Bodies and supported by the Council. Any proposal to federate would be subject to a separate consultation.

Under Option 1 and Option 2, consideration would be given to establishing the city-wide Speech & Language class within the new school or retaining it in the relocated Allensbank Primary School.

Consideration would be given to the relocation of the city-wide Speech and Language class hosted by Allensbank Primary School should Option 3 be progressed.

Further consideration would be given to this in consultation with the relevant school governing body / bodies, taking account of each school aspirations.

#### **What are the costs and/or savings?**

*What will the proposal cost and how will it be funded?*

*How might costs be reduced through involvement and collaboration, across Cardiff Council and/or with external stakeholders?*

*Are there savings and how will these be realised?*

Details of the financial implications relevant to the proposed changes are as set out in the report

### **3. Impact Assessments**

**Which impact assessments do you need to complete to support your proposal?**

The [Impact Assessment Screening Tool](#) provides advice tailored to your proposed policy, strategy or project regarding which impact assessments may be required and who to contact to find out more.

The screening tool is an online form with mainly multiple-choice questions which should take less than 10 minutes to complete.

Once the answers have been submitted, an automated email will be sent to you with the recommended next steps and details of who to contact for expert advice.

**Put Yes or No next to each of the impact assessments listed below to indicate which ones are being carried out.**

<b>Impact Assessment</b>	<b>Page</b>	<b>To be completed: Y/N</b>
A. Equality Impact Assessment	5	Y
B. Child Rights Impact Assessment	20	Y
C. Welsh Language Impact Assessment	26	Y
D. Habitats Regulations Assessment	30	N
E. Strategic Environmental Assessment	31	N
F. Data Protection Impact Assessment	32	N
G. Health Impact Assessment	33	N

For further information on all the above impact assessments including who to contact for advice, please visit the [Policy Portal](#).

# A: Equality Impact Assessment

Guidance in completing this assessment can be accessed [here](#). Please consult the Equality Team for any further assistance with completing this assessment [EqualityTeam@cardiff.gov.uk](mailto:EqualityTeam@cardiff.gov.uk)

## Impact on the Protected Characteristics

### Age

Will this proposal 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 provision of school places is determined by age range. As a consequence, any school organisation proposal will differentially impact learners at the schools subject to the proposals and the wider community.

The aim of the proposed changes is to improve the match between the supply of and demand for English-medium and Welsh-medium schools places serving Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

There is sufficient capacity within existing schools serving the area to enable the reorganisation of existing provision. Reorganisation of provision would present an appropriate means of balancing the availability and take up of both English-medium and Welsh-medium provision in the area and would represent a more effective and efficient use of resources. This would also retain flexibility in the schools estate to respond to any future population changes affecting the area.

The Council has identified options to improve the distribution of English-medium and Welsh-medium places which focus on the sites occupied by Ysgol Mynydd Bychan, Allensbank Primary School, Gladstone Primary School and St Monica's Church in Wales Primary School and which seek to:

- support each school to continue to improve education for all of their learners
- ensure that each school provision offered meets the diverse needs of the communities they currently serve and are able to serve in the future
- support schools to be financially sustainable in an improved pattern of provision through amalgamation, formal federation or collaboration
- support schools to allocate a greater proportion of budget to teaching and learning, thereby retaining and increasing opportunities for learners
- increase Welsh-medium primary places by 1FE (210 primary age pupils)
- consolidate English-medium primary places with an appropriate level of surplus

The expansion of Welsh-medium provision and the reconfiguration of English-medium provision would support the continued development of high-quality education for all pupils through:

- greater opportunities within larger/federated schools for staff to share workload and expertise
- greater opportunities to professionally develop staff e.g., NQTs who can observe their parallel teacher
- opportunities for staff to teach to their strengths ensuring learners have the best education experience possible
- a greater number to teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency
- greater opportunities to offer a broader range of extra-curricular/enrichment activities
- support raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion
- allow for the sharing of good practice, preparation materials and resources
- enhanced opportunities for pupil activities leading to improvements to the quality of learning for staff and pupils
- increased School Council and pupil development opportunities (academically and socially)
- allowing for cross phase arrangements
- allowing for streamlining of policies and structures
- supporting school improvement by enabling schools to draw on the resources of other schools to tackle problems, share expertise, raise expectations and address the needs of particular groups of pupils.
- providing opportunities to exploit economies of scale and sharing services across the schools
- possible easier recruitment of governors with fewer governor vacancies.

At present there is a high level of mobility amongst the pupils attending the English-medium schools which serve the area with a very small turnover of pupils at Ysgol Mynydd Bychan:

<b>School</b>	<b>% of pupils not promoting to next year group in school (averaged, past three years)</b>
Albany Primary School	14.5%
Allensbank Primary School	15.2%
Gladstone Primary School	21.9%
St Monica's CiW Primary School	21.1%
Ysgol Mynydd Bychan	1.3%

There would be an increase in the number of primary school places available to serve the area overall. There would be no reduction in the number of English-medium primary places under Option 1 or Option 2. There would be a small reduction in the number of English-medium primary school places under option 3, however there would still be sufficient places to meet demand with an appropriate level of surplus to allow for fluctuations in the pupil population.

Overall, accommodation to allow for an increased number of English-medium and Welsh-medium nursery places would be retained, and the number of places funded would reflect the demand for places in the local area.

There would be a minor change in the pattern of distribution of places however given the close proximity of the school sites this would have little or no impact.

The maximum distances between the above school sites is c0.5 miles. Should any of the schools be relocated on to an alternative site, the maximum increase in home to school travel distance for current pupils is therefore 0.5 miles.

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.

Provision for age groups not accommodated by this proposal have been considered outside of this proposal.

The proposals would require changes in the staffing structures of the schools subject to the proposed changes.

The proposed expansion of Ysgol Mynydd Bychan would require the Governing Body to consider the workforce requirements in readiness for the expansion.

The proposed amalgamation of Allensbank Primary School and Gladstone Primary School and the establishment of a new 2FE primary school (Option 1) places staff at potential risk of redundancy.

The proposed transfer of Allensbank Primary School to the shared Gladstone Primary School / St Monica's CiW Primary School site (Option 2) and the proposed transfer of Allensbank Primary School to the Ysgol Mynydd Bychan site and subsequent minor reduction in capacity (Option 3) would allow for the Governing Bodies of Allensbank Primary School and Gladstone Primary School to consider collaborative working or the establishment of a formal federation.

Federation could result in a reduction in the number of leadership roles overall across the two schools depending on the model taken forward.

Any decisions taken with regards to staffing would be a matter for the relevant Governing Body.

The proposed increase in pupil numbers arising from the introduction of nursery provision at St Monica's Primary School (Option 1 & Option 2) would require additional staff.

Consideration would be given to establishing the city-wide Speech & Language class within the new school (Option 1).

Consideration would be given to establishing the city-wide Speech & Language class within the relocated Allensbank Primary School (Option 2)

Consideration would be given to the relocation of the city-wide Speech and Language class hosted by Allensbank Primary School should Option 3 be progressed.

Overall, options 1 and 2 may have a greater differential impact on children aged 3-11 than option 3 or the current arrangements.

Overall, options 1 and 2 may have a greater differential impact on school staff aged 18-65 than option 3 or the current arrangements.

**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

Demand for places is reviewed on an ongoing basis and proposed changes brought forward as required.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

The proposed expansion of Ysgol Mynydd Bychan would require the Governing Body to consider the workforce requirements in readiness for the expansion. The Governing Body would be encouraged to undertake this work in line with the School Organisation Planning HR Framework. HR People Services would provide advice, support and guidance to the Governing Body for the workforce planning process and consequential recruitment processes.

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 would provide opportunities for any school-based staff on the school redeployment register.

A key aspiration for the Council is to achieve staff reductions as far as possible through redeployment rather than voluntary or compulsory redundancies. Therefore, the Council is committed to maximising opportunities for school staff to secure employment in other schools in Cardiff through redeployment into vacancies in other schools in Cardiff.

The redeployment arrangements would also be taken into account should the decision be taken to relocate the Speech and Language class from Allensbank Primary School to within the remit of a Governing Body of another school.

### Disability

Will this proposal 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.**

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

There would be a minor change in the pattern of distribution of places however given the close proximity of the school sites this would have little or no impact.

Any changes to accommodation would need to consider a detailed range of information e.g., the design/accessibility of any school buildings/accommodation and appropriate actions to address any differential impacts.

There is a Speech and Language early intervention class hosted by Allensbank Primary School. The Council admits up to 8 Foundation Phase children to this city-wide provision who were not making sufficient progress, but who have good prospects for returning to their local mainstream school.

Placements last 1 – 3 years, depending on progress. Pupils are dual registered at their local school and supported to return at the end of the placement. Pupils continue to attend their local school for at least one day a week, to maintain links with local friends and to prepare for a successful early reintegration to their local school.

Under option 1 and option 2, consideration would be given to establishing the city-wide Speech & Language class within the new school or retaining it in the relocated Allensbank Primary School.

Consideration would be given to the relocation of the city-wide Speech and Language class hosted by Allensbank Primary School should option 3 be progressed.

Further consideration would be given to this in consultation with the relevant school governing body / bodies, taking account of each school aspirations.

Whilst each of the options would affect children who would benefit from the speech and language class from 2025/2026, there is no information to suggest that there would be a differential impact on these children from any of the options compared to current arrangements.

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

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's policies on equal opportunities.

Schools are required to have a Strategic Equality Plan and would work together to ensure that any concerns are addressed.

The potential impact of any changes to the existing Speech and Language provision on future learners would continue to be assessed with measures put in place to mitigate any differential impacts that may be identified at a later date.

**Gender Reassignment**

Will this proposal have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (Transgender people are people whose gender identity or gender expression is different from the gender they were assigned at birth.)		x	

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

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. 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?**

**Marriage and Civil Partnership**



Will this proposal 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.**

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. 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?**

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**Pregnancy and Maternity**

Will this proposal 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.**

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. 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?**

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## Race

Will this proposal 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 ethnic makeup of the school populations included in the proposals varies.

Cardiff School ethnicity data from 2022 shows the following breakdown of percentages of White British and Non-White British pupils at the schools serving the area:

<b>Table 2: Demographic data - Ethnicity of Reception to Year 6 school pupils</b>				
Source: PLASC 2022				
School	Number on pupils on roll	White British	Non-White British	Number of ethnicities
Albany Primary School	378	17.2%	82.8%	53
Allensbank Primary School	193	21.2%	78.8%	45
Gladstone Primary School	173	20.8%	79.2%	37
St Monica's C.W Primary School	138	18.8%	81.2%	28
Ysgol Mynydd Bychan	203	91.1%	8.9%	11

The proposals would have a greater impact on the population closer to the schools than on the city as a whole.

If this local population is made up of an ethnic diversity which is disproportionate to that typically found across the city, then there is potential for the proposal to have a differential impact.

The home addresses of pupils enrolled at Ysgol Mynydd Bychan are clustered around the school sites of Ysgol Mynydd Bychan and Allensbank Primary School. At Ysgol Mynydd Bychan 11% of pupils are from a non White-British background.

Whilst the majority of Allensbank Primary School pupils live within the same area, with home addresses also clustered around the school sites of Ysgol Mynydd

Bychan and Allensbank Primary School, demographic data for those pupils and for the school overall is very different to that of Ysgol Mynydd Bychan. Of those pupils who live within the catchment area of Allensbank and are enrolled at the school, 78% are from a non White-British background.

Pupil mobility data for Ysgol Mynydd Bychan is very low (1.3% per year on average in the past three years), which in part reflects the oversubscription of the school at entry to Reception class. Each of the English-medium schools exceeds 10% pupil mobility each year and Allensbank Primary School reported “Pupil mobility levels of up to 40% across a single academic year” during the past consultation on proposals.

At present, families who move into the area after the closing date for entry to Reception class are, usually, unable to gain admission to Ysgol Mynydd Bychan and an alternative Welsh-medium school may be a significant distance from the home address of those families. Proposals must consider the disparity in demographic data but must also consider the ability of those applicants who move to the area to equitably access school places in each language medium.

It is not expected that there would be any negative impact as a result of the proposed changes.

There would be an increase in the number of primary school places available overall to serve the area. There would be no reduction in the number of English-medium primary places under Option 1 or Option 2. There would be a small reduction in the number of English-medium primary school places under Option 3 however there would still be sufficient places to meet demand. There would be an increase in Welsh-medium places under each option.

The ethnic diversity of Ysgol Mynydd Bychan is not reflective of its local community and the school is largely unable to accommodate children who move to the area after the closing date for admission to Reception class.

PLASC data indicates that a greater proportion of children who transfer within the primary education age phase in the area are of non White-British ethnicities. These children are presently able to access local English-medium provision but less able to access Welsh-medium provision.

Overall each of the options is expected to have a positive differential impact on all ethnicities, compared the current arrangements.

There would be a minor change in the pattern of distribution of places however given the close proximity of the school sites this would have little or no impact.

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

Schools serve a diverse range of communities and largely reflect their local population; however, it is acknowledged that the Welsh-medium schools are at present less diverse than English-medium schools.

The Equality Act 2010 places a duty on public services to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it. The Council must therefore ensure, when bringing forward proposals and following implementation of proposals, that each of the schools is supported to meet the diverse needs of the communities in which they are located and that each is able to advance equality of opportunities for all families in the area.

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. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals.

The Council is committed to the development of Welsh-medium education and as part of the 10-year Welsh in Education Strategic Plan which was adopted in September 2022, consideration is being given to ways in which Welsh-medium can be expanded to increase the number of children from all backgrounds attending.

The plan sets specific targets and identifies priority workstreams for the Council and partners such as schools, including a research pilot initiative with Bilingual Cardiff, parental surveys and focus groups, to better understand the reasons for low take-up of Welsh-medium places within specific under-represented groups and communities (including Black, Asian and Minority Ethnic), alongside bespoke promotions. This work is underway.

Any proposed changes should seek to provide an appropriate balance whereby each school type is available to all groups and each school is supported to be accessible, and to be seen to be accessible, to all groups. The work underway to better understand parental preferences and take up of places in each community, alongside improving visibility of language medium and immersion opportunities available, will directly target decreasing the disparities between demographic data in English-medium and Welsh-medium schools.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities. The provision being proposed would be accessible to all ethnic groups and compliance with the Council's policies on equal opportunities would need to be ensured.

The proposed consultation will consider the makeup of the local community and ensure that there are suitable and sufficient opportunities for engagement.

**Religion, Belief or Non-Belief**

Will this proposal 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.**

Should the transfer of St Monica's Church in Wales Primary School to the current Ysgol Mynydd Bychan site be taken forward, as outlined in Options 1 and 2, it is proposed that 32 part time nursery places are provided to develop continuity and progression in children's learning from the age of three.

The establishment of nursery provision at the school would provide a consistent approach to teaching and planning, to develop continuity and progression in children's learning from the age of three, and to contribute to raising standards across the school.

Admissions to the proposed nursery provision would be administered by the Governing Body of the school in accordance with the school's published Admission Policy.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. This would ensure that good practice is followed, including the application of the Council's / Governing Bodies policies on equal opportunities.

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

**Sex**

Will this proposal 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.**

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. 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?**

**Sexual Orientation**

Will this proposal 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.**

There are no direct impacts arising from the recommendations of this report.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The Council's procedure for managing staffing changes arising from any future proposals would be used in implementing any changes. 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?**

**Socio-economic 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
Socio-economic impact		x	

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

The Council's 'Stronger, Fairer, Greener' policy sets out the key themes and commitments for the next five years with a strong focus on putting children and young people front and centre of their ambitions for the city. Central to this is the explicit belief that good education is the surest route out of poverty and, in turn that, the long-term prosperity of the city relies on firm support for our children and young people to reach their potential.

Education is consistently ranked as the top priority for children and young people in Cardiff, a key social and cultural right which plays an essential role in overcoming poverty and disadvantage.

Analysis of school census data (PLASC) confirms that, at present, there are significant differences in the demographic data between some of the schools in the area.

Demographic data, including eligibility of pupils for Free School Meals, Ethnicity, home language, acquired level of competency in English or Welsh, and pupil mobility (how many children transfer into and out of a school) differs greatly between Ysgol Mynydd Bychan and each of the English-medium schools.

A summary table for demographic data sets is attached as Appendix 6.

The proposed changes seek to provide an appropriate balance of places whereby each school type is available to all groups and each school is supported to be accessible, and to be seen to be accessible, to all groups.

Overall, options 1 may have the greatest positive differential impact on children as this option allows for the greatest proportion of schools' budgets to be available for teaching and learning. The implementation of Options 2 and 3 may have no direct differential impact; such an impact would be dependent on further decisions by the Governing Bodies and leadership of the relevant schools.

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

The Council's adopted WESP 2022-2032 sets specific targets and identifies priority workstreams for the Council and partners such as schools, including a research pilot initiative with Bilingual Cardiff, parental surveys and focus groups, to better understand the reasons for low take-up of Welsh-medium places within specific under-represented groups and communities (including Black, Asian and Minority Ethnic), alongside bespoke promotions.

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. The Council does not expect the proposals to have any negative impact on the quality of standards of education, the delivery of the Foundation Phase or each key stage of education at any of the schools or the ALN provision at the schools subject to the proposals.

Any proposals that are progressed would need to consider fully the commitments set out in ‘Stronger, Fairer, Greener’ and how any proposed changes would support these.

**Welsh Language**

Will this proposal have a **differential impact [positive/negative]** on the Welsh language?

	Yes	No	N/A
Welsh language	x		

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

There would be a positive impact on the Welsh Language with an increase in the number of Welsh-medium primary school places available at primary age.

The Council’s Welsh in Education Strategic Plan (WESP) sets out a series of ambitious commitments to build on the progress achieved to date. The WESP commits the Council to ensuring city wide capacity in the primary Welsh-medium sector at 10% over and above the projected intake at Reception to support growth and allow for in-year admissions and flexibility for transition. This includes the delivery of new Welsh-medium capacity at primary level by 2025 – 2026. It is anticipated that there would be a positive impact on the Welsh Language as a result of these proposals.

The proposals seek to align with the Bilingual Cardiff Strategy and strongly support the Welsh Government’s strategy for the Welsh language by contributing to meeting the targets set out in the Cymraeg 2050 strategy.

The proposals directly respond to the following WESP Outcomes:

- Outcome 1 – More nursery children/ three-year-olds receive their education through the medium of Welsh
- Outcome 2 - More reception class children/ five-year-olds receive their education through the medium of Welsh

Schools serve a diverse range of communities and largely reflect their local population, however it is acknowledged that the Welsh-medium schools are at present less diverse than English-medium schools. Targets and workstreams within Cardiff’s adopted WESP seek to address this.



The proposals would have a greater impact on the population closer to the schools than on the city as a whole.

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

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

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

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

The Council's aspirations for increasing the number of Welsh speakers, and the Welsh Government's Cymraeg 2050, propose a significant change. Cymraeg 2050 sets national targets of educating 40% of learners in Welsh-medium schools, and a further 30% of learners being educated in English-medium schools being fluent in Welsh. At present, c17% of Cardiff children entering primary education are educated in Welsh-medium schools or classes.

This proposal seeks to increase the number of Welsh-medium primary school places available in the area and seeks to implement the change in such a way that the potential for negative impact on existing schools is limited.

There is a risk that provision of additional Welsh-medium primary school places may inhibit the growth at other local schools; however, Cardiff's WESP sets out a commitment to develop and implement targeted promotion in conjunction with Bilingual Cardiff to increase take up of Welsh-medium places in areas with low demand.

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

See above.

**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 proposed changes.

Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

### Summary of Actions (Listed in the sections above)

	Actions
Age	
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Socio-economic Impact	
Welsh Language	
Generic/ Over-Arching (applicable to all the above groups)	

### Next Steps

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.

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](mailto:EqualityTeam@cardiff.gov.uk)

## B: Child Rights Impact Assessment

Guidance for Local Government prepared from Unicef is available here:

[Child Rights Impact Assessment - Child Friendly Cities & Communities \(unicef.org.uk\)](http://www.unicef.org.uk/ChildRightsImpactAssessment-ChildFriendlyCities&Communities)

For further information or assistance in completing the Child Rights Impact Assessment, please contact the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)

### STAGE 1: PURPOSE/ SCOPE

**What is the policy/ strategy/ project/ procedure/ service? Summarise/ describe its overall aims and any aims specific to children.**

The report seeks Cabinet approval to consult on revised proposals for primary school provision to serve Cathays and parts of Gabalfa, Heath, Llandaff North and Plasnewydd.

It is proposed to consult on three options:

#### Option 1

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE) and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Amalgamate Allensbank and Gladstone Primary Schools:
  - Formally Close Allensbank Primary School
  - Formally Close Gladstone Primary School
  - Establish a new 420 place (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's CiW Primary School site
- Establish a new 420 place (2FE) English-medium Primary School with nursery on the current shared Gladstone Primary School / St Monica's CiW Primary School site
- Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school

#### Option 2

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE), and increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Co-locate Allensbank and Gladstone Primary Schools on a shared site:
  - Transfer Allensbank Primary School to the current shared Gladstone Primary School / St Monica's CiW Primary School site

- Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 210 places (1FE)
- Reduce the age range of Allensbank Primary School from 3-11 to 4-11 by discontinuing nursery provision at the school
- Increase the number of nursery places at Gladstone Primary School from 64 to 96
- Transfer St Monica's CiW Primary School to the current Ysgol Mynydd Bychan site and establish nursery provision at the school

### Option 3

- Transfer Ysgol Mynydd Bychan to the current Allensbank Primary School site
- Increase the capacity of Ysgol Mynydd Bychan from 192 places (0.9FE) to 420 places (2FE)
- Increase the number of nursery places at Ysgol Mynydd Bychan from 64 to 96
- Transfer Allensbank Primary School to the current Ysgol Mynydd Bychan site
- Reduce the capacity of Allensbank Primary School from 315 places (1.5FE) to 192 places (0.9FE)

### **The proposed changes would be implemented from September 2025**

Under option 1 and option 2, consideration would be given to establishing the city-wide Speech & Language class within the new school or retaining it in the relocated Allensbank Primary School.

Consideration would be given to the relocation of the city-wide Speech and Language class hosted by Allensbank Primary School should option 3 be progressed.

Further consideration would be given to this in consultation with the relevant school governing body / bodies, taking account of each school aspirations.

Option 2 and Option 3 would provide the opportunity for Allensbank Primary School and Gladstone Primary School to work in partnership to maximise opportunities for all pupils at the schools either through collaboration or federation.

Should the schools consider implementing a formal collaboration or federation this would be led by the Governing Bodies and supported by the Council. Any proposal to federate would be subject to a separate consultation.

The proposals seek to increase Welsh-medium primary places by 1FE (210 primary age pupils, consolidate English-medium places with appropriate levels of surplus and provide a more economically sustainable pattern of school provision over the long term.

**Will the policy/ strategy/ project/ procedure/ service affect children and young people? Please think about which groups of children and young people it will affect.**

The proposed changes relate to primary phase and are therefore not applicable to pupils outside of this age range.

Provision for age groups not accommodated by this proposal have been considered outside of this proposal.

## STAGE 2: BUILD AND ASSESS

**Which UNCRC (United Nations Convention on the Rights of the Child) articles are relevant to the policy/ strategy/ project/ procedure/ service? Read the articles [here](#) and add any relevant ones to the table below.**

*The articles which form the four General Principles of the UNCRC are pre-populated in the table.*

*For further information or assistance on UNCRC Articles, please email the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)*

**Article 2 (non-discrimination):** The Convention applies to every child without discrimination, whatever their ethnicity, sex, religion, language, abilities or any other status, whatever they think or say, whatever their family background.

**Article 3 (best interests of the child):** The best interests of the child must be a top priority in all decisions and actions that affect children.

**Article 6 (life, survival and development):** Every child has the right to life. Governments must do all they can to ensure that children survive and develop to their full potential.

**Article 12 (respect for the views of the child):** Every child has the right to express their views, feelings and wishes in all matters affecting them, and to have their views considered and taken seriously.

**Article 23 (children with a disability):** A child with a disability has the right to live a full and decent life with dignity and, as far as possible, independence and to play an active part in the community.

**Article 28 (right to education):** Every child has the right to an education. Primary education must be free and different forms of secondary education must be available to every child. Discipline in schools must respect children's dignity and their rights.

**Article 29 (goals of education):** Education must develop every child's personality, talents and abilities to the full. It must encourage the child's respect for human rights, as well as respect for their parents, their own and other cultures, and the environment

**What is the likely/ actual impact of the proposal on children's rights? Is it positive, negative or neutral?**

*(If a negative impact is assessed for any area of rights or any group of children and young people, you must list and recommend options to modify the proposal or mitigate the impact.)*

The impact on children's rights is expected to be positive.

Access to education in Cardiff is on an equal basis. All schools operate in accordance with the requirements of the Equalities Act and schools will continue to apply the Council's policies on equal opportunities.

The expansion of Welsh-medium provision and the reconfiguration of English-medium provision would support the continued development of high-quality education for all pupils through:

- greater opportunities within larger/federated schools for staff to share workload and expertise
- greater opportunities to professionally develop staff e.g., NQTs who can observe their parallel teacher
- opportunities for staff to teach to their strengths ensuring learners have the best education experience possible
- a greater number of teachers to lead on Areas of Learning, plus RE, RSE and Digital Competency
- greater opportunities to offer a broader range of extra-curricular/enrichment activities
- support raising standards by sharing curriculum delivery, school leadership and joint action to tackle key issues such as inclusion
- allow for the sharing of good practice, preparation materials and resources
- enhanced opportunities for pupil activities leading to improvements to the quality of learning for staff and pupils
- increased School Council and pupil development opportunities (academically and socially)
- allowing for cross phase arrangements
- allowing for streamlining of policies and structures
- supporting school improvement by enabling schools to draw on the resources of other schools to tackle problems, share expertise, raise expectations and address the needs of particular groups of pupils.
- providing opportunities to exploit economies of scale and sharing services across the schools
- possible easier recruitment of governors with fewer governor vacancies.

There would be a minor change in the pattern of distribution of places however given the close proximity of the school sites this would have little or no impact.

Should the proposals proceed to consultation, the views of children affected (Article 12) will be sought as part of the consultation and considered as detailed below.

### STAGE 3: VOICE AND EVIDENCE

**Have you sourced and included the views and experiences of children and young people? What do you know about children and young people's views and experiences that are relevant to the proposal?**

Subject to Cabinet approval, the views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

**How do you plan to review the policy/ strategy/ project/ procedure/ service to ensure that it respects, protects and fulfils children’s rights?**

*Please provide an outline of the monitoring and review process for the implementation and/or delivery of the proposal and how children and young people will be included in this process.*

The views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

In the event of any of the proposed changes being progressed the views of children will be sought as part of the implementation process.

#### **STAGE 4: BUDGET**

**What is the budget for this proposal? Are any parts of it specifically allocated to children and young people?**

The financial implications relevant to the proposed changes are set out in the report.

#### **STAGE 5: IDENTIFIED ACTIONS**

**What actions have been identified or changes made to the proposal as a result of this assessment?**

The views of children and young people directly affected by the proposed changes will be sought through age-appropriate consultation/engagement with the views expressed given full consideration as part of the decision-making process.

In the event of any of the proposed changes being progressed the views of children will be sought as part of the implementation process.

#### **Next Steps**

Where it is considered that a Child Rights Impact Assessment is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to the Child Friendly Cardiff Team [ChildFriendlyCardiff@cardiff.gov.uk](mailto:ChildFriendlyCardiff@cardiff.gov.uk)



## C: Welsh Language Impact Assessment

Please consult with Bilingual Cardiff for any assistance with completing this assessment  
[Bilingualcardiff@cardiff.gov.uk](mailto:Bilingualcardiff@cardiff.gov.uk)

### Welsh Language Standards 88-97

#### Standard 88

Will this proposal have a **differential impact [positive/negative]** on:

	Yes	No	N/A
The opportunities for persons to use the Welsh language?	x		
Treating the Welsh language no less favourably than the English language?		x	

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

The impact on the Welsh Language would be positive. The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.

#### Standard 89

Could this proposal be formulated or re-formulated, so that it would have positive effects, or increased positive effects, on:

**The opportunities for persons to use the Welsh language?**

The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.

**Treating the Welsh language no less favourably than the English language?**

The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.

#### Standard 90

Could this proposal be formulated or re-formulated to ensure that it does not have adverse effects, or a decreased adverse effect, on:

**The opportunities for persons to use the Welsh language?**

The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.

**Treating the Welsh language no less favourably than the English language?**

The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.

#### Standard 91

When consulting on the proposal, were views considered, and sought, on the effects (both positive and negative) that it would have on:

##### **The opportunities for persons to use the Welsh language?**

Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

##### **Treating the Welsh language no less favourably than the English language?**

N/A

#### Standard 92

Did the consultation seek and give consideration to views on how the proposal could have positive, or increased positive effects, on:

##### **The opportunities for persons to use the Welsh language?**

Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

##### **Treating the Welsh language no less favourably than the English language?**

N/A

#### Standard 93

Did the consultation seek and give consideration to views on how the proposal could have no adverse effects, or decreased adverse effects, on:

##### **The opportunities for persons to use the Welsh language?**

Subject to Cabinet approval there will be a full and inclusive public consultation with the views expressed given due consideration as part of the decision-making process.

##### **Treating the Welsh language no less favourably than the English language?**

N/A

#### Standard 94

If the proposal includes the awarding of grants, has consideration been given to the guidance presented in Cardiff Council's Policy on Awarding Grants in Compliance with the Welsh Language Standards with regard to:

##### **The opportunities for persons to use the Welsh language?**

N/A
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<b>Treating the Welsh language no less favourably than the English language?</b>
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N/A
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#### Standard 95

If research was undertaken or commissioned to assist with the development of the proposal, did it give consideration to whether it would have a **differential impact [positive/negative]** on:

<b>The opportunities for persons to use the Welsh language?</b>
-----------------------------------------------------------------

The impact on the Welsh Language would be positive. The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.
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<b>Treating the Welsh language no less favourably than the English language?</b>
----------------------------------------------------------------------------------

N/A
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#### Standard 96

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have a positive effect, or increased positive effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
-----------------------------------------------------------------

The impact on the Welsh Language would be positive. The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.
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<b>Treating the Welsh language no less favourably than the English language?</b>
----------------------------------------------------------------------------------

N/A
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#### Standard 97

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have no adverse effect, or decreased adverse effects, on:

<b>The opportunities for persons to use the Welsh language?</b>
-----------------------------------------------------------------

The impact on the Welsh Language would be positive. The proposed changes would provide the opportunity for a greater number of primary aged pupils to be educated through the medium of Welsh.
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<b>Treating the Welsh language no less favourably than the English language?</b>
----------------------------------------------------------------------------------

N/A
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#### Material and Services

In addition to the impact assessment to ensure that the proposal meets the requirements of the Welsh Language Standards, consideration must also be given to the supporting materials and services that may be required.

These include (please click on the hyperlinks to view detailed information about the requirements under the Welsh Language Standards):

- [Correspondence](#) - receiving and replying (emails, letters, online communication).
- [Telephone](#) – receiving and answering calls.
- [Meetings & Public Events](#) – public meetings or events, group meetings, consultation, individual meetings.
- [Public Messages – electronic – video](#)
- [Signs, Notices & Display Material](#)
- [Publicity & Advertising](#)
- [Producing Public Documents](#) - policies, strategies, annual reports, corporate plans, guidelines, notices, codes of practice, consultation papers, licences, certificates, rules, brochures, leaflets, pamphlets or cards, ticket/vouchers.
- [Producing Forms](#)
- [Reception Services](#)
- [Websites, Apps and Online Services](#)
- [Social Media](#)
- [Self Service Machines](#)
- [Education Training Courses](#)
- [Public Address Announcements](#)

<b>Are all supporting materials and services compliant with the requirements of the Welsh language standards?</b>
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All supporting materials and services are compliant with the requirements of the Welsh Language Standards
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### Cardiff Council’s Welsh Language Skills Strategy

This strategy may be viewed here and additional guidance documents have been produced to support its implementation:

- [Assessing Welsh Language Skills and Identifying Welsh Essential Roles](#)
- [Recruitment, Selection, and Interview Procedures and the Welsh Language](#)

<b>Do you have access to sufficient Welsh speaking staff to support the delivery of the proposal in compliance with the requirements of the Welsh language standards?</b>
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Yes
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### Next Steps

Where it is considered that a Welsh Language Impact Assessment is required, you must append the completed form to the Cabinet or Officer Decision Report. A copy must also be emailed to Bilingual Cardiff [Bilingualcardiff@cardiff.gov.uk](mailto:Bilingualcardiff@cardiff.gov.uk)

## D: Habitats Regulations Assessment

	Yes	No
Will the proposal affect a European site designated for its nature conservation interest*, or steer development towards an area that includes a European site, or indirectly affect a European site?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

*\* Only two European sites designated for nature conservation interest lie within Cardiff's boundaries – the Severn Estuary and Cardiff Beech Woods, but be aware if your project affects an area close to a neighbouring authority.*

If the answer is 'Yes', then a screening exercise may need to be conducted to determine if a Habitats Regulations Assessment is required or not.

Contact the [Biodiversity Team](#) who will guide you through the process.

## E: Strategic Environmental Assessment

	Yes	No
Does the strategy, policy or activity set the framework for future development consent?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	Yes	No
Is the strategy, policy or activity likely to have significant environmental effects (positive or negative)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have answered 'Yes' to both of the above questions, then a full Strategic Environmental Assessment Screening is needed.

Contact the [Sustainable Development Unit](#) who will guide you through the process.

## F: Data Protection Impact Assessment

	Yes	No
Will the proposal involve processing information that could be used to identify individuals?	<input checked="" type="checkbox"/>	<input type="checkbox"/>

If the answer is 'Yes', then a Data Protection Impact Assessment may be required.

Click [here](#) to read the guidance and start the Data Protection Impact Assessment process if needed.

For further information, contact the [Data Protection Service](#).



## G: Health Impact Assessment

A Health Impact Assessment helps to develop policies and projects that consider the mental, physical and social health and well-being of a population during planning and development. Considering health inequalities and their impacts on local communities is an essential part of any Health Impact Assessment.

Health Impact Assessments will become a statutory requirement for public bodies in specific circumstances in the future. These circumstances have yet to be published by Welsh Government.

For further information and advice, please contact the Wales HIA Support Unit.

Website: [Home - Wales Health Impact Assessment Support Unit \(phwwhocc.co.uk\)](http://phwwhocc.co.uk)

Email: [WHIASU.PublicHealthWales@wales.nhs.uk](mailto:WHIASU.PublicHealthWales@wales.nhs.uk)

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 23 MARCH 2023**

**PAY POLICY 2023/2024**

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

**AGENDA ITEM: 5**

**Reason for this Report**

1. To ask Cabinet to:
  - agree changes to the Council's Single Status Pay and Grading Structure as a result of the NJC for Local Government Services pay agreement 2022.
  - note the increase of annual leave agreed by the NJC for Local Government Services employees, and to seek approval to apply the additional leave to other Council employees under local agreement.
  - review the Pay Policy Statement for 2023/24 and recommend to Council for approval in accordance with the requirements of the Localism Act 2011.

**Background**

2. Cardiff Council understands the importance of having a clear written policy on pay for employees. The policy statement provides a framework to ensure that employees are rewarded fairly and objectively without discrimination.
3. The Council also has a statutory requirement under the Localism Act 2011 to prepare a Pay Policy Statement on an annual basis. The first statement was in place by 31<sup>st</sup> March 2012, and they have been produced annually since then. Agreement (and subsequent publication) of the 2023/24 Pay Policy Statement will ensure continued compliance with this legislation.

**Issues**

4. Under section 38 of the Localism Act 2011, a relevant authority's pay policy statement must include the authority's policies relating to:

- the level and elements of remuneration for each chief officer
  - remuneration of chief officers on recruitment
  - increases and additions to remuneration for each chief officer
  - the use of performance-related pay for chief officers
  - the use of bonuses for chief officers
  - the approach to the payment of chief officers on their ceasing to hold office under or to be employed by the authority; and
  - publication of and access to information relating to remuneration of chief officers.
5. The focus of the legislation is about transparency of pay for Chief Officers and how their pay compares with lower paid employees in the Council. However, in the interests of transparency and accountability the Council has chosen since 2011 to take a broader approach and produce a Pay Policy Statement (**Appendix 1**) covering all employee groups except for teachers (as the remuneration for this latter group is set by Welsh Government Ministers and therefore not in local authority control). This policy also excludes Members of the Council as they are not employees and are governed by separate legislation via the Independent Remuneration Panel for Wales.

#### Voluntary Redundancy Scheme

6. The legislation also requires the Council to provide information about redundancy payments that are made to employees who leave the organisation and this is set out in the Council's Local Government Pension Scheme Discretions Policy which was agreed by Cabinet on 14<sup>th</sup> July 2022 and replaced Appendix 1 of the Voluntary Redundancy Policy. The introduction of the Local Government Pension Scheme Discretions Policy was a mandatory requirement but did not result in any change to the Voluntary Redundancy Scheme. There will be no further changes for the 2023/24 financial year.
7. Redundancy payments made under the Policy are calculated with reference to a week's pay up to a maximum of £571.00. Since 13<sup>th</sup> June 2017, as a result of a ruling by an Employment Appeal Tribunal (EAT) in the case of *University of Sunderland v Drossou*, in June 2017, employers must ensure that a week's pay includes remuneration 'payable by the employer under the contract of employment' and that this value should not be limited by what the employee directly receives. The rationale offered by the EAT was that employer's pension contributions formed part of the overall package of 'remuneration' offered to an employee in return for their services. The result of this is that where appropriate, the employer's pension contributions are included in the calculation of an employee's weekly pay, subject to the maximum weekly rate, and updated on an annual basis.

#### Exit Payment Cap

8. Previous Pay Policy Statements have referred to the potential introduction of a cap on exit payments.

9. The Restriction of Public Sector Exit Payments Regulations 2020 came into force on 4 November 2020, however, in February 2021 the UK government issued a Treasury Direction to disapply the regulations, whilst the process of formal revocation took place.
10. On 8 August 2022, HM Treasury published a consultation (which concluded on 10 October 2022) on proposals to introduce a new administrative controls process for public sector exit payments over £95,000, and amend the existing process for special severance payments (payments in excess of an employee's statutory or contractual entitlements). This takes a different approach to the previous 'cap' introduced and then revoked in 2020/21.
11. This currently applies to 'Central Government' and does not apply to bodies under the devolved administrations, so at this stage it does not have implications for Local Government in Wales.

### Chief Officer Pay

12. The Standing Orders (Wales) Amendment Regulations 2014 introduced a requirement that: *"The relevant authority must determine the level, and any change in the level, of the remuneration to be paid to a Chief Officer"*. The impact of this amendment was that *all* changes to Chief Officer pay had to be voted on by full Council, not just those which are determined locally. This included any pay rises which had been nationally negotiated by the JNC for Chief Officers and that they could not be paid, unless and until, they had been agreed by full Council.
13. As Chief Officers of this authority are employed under JNC terms and conditions which are incorporated into their contracts of employment, they are contractually entitled to any JNC pay rises. A decision to withhold payment (unless preceded by action to effect appropriate changes to contracts) could result in claims against the authority of 'unlawful deduction from wages' or 'breach of contract'.
14. Taking account of the contractual obligations, and the potential time delays resulting from local determination to pay JNC nationally agreed pay rises, the WLGA pursued the matter with Welsh Government on behalf of local authority employers. As a result, it was agreed that the requirement for full Council to determine nationally agreed contractually entitled pay rises for Chief Officers could be met by full Council voting on an appropriate resolution to insert a suitable clause in their Pay Policy Statements to cover this issue.
15. As a result, in agreeing the 2015/16 Pay Policy Statement, Council resolved that the authority's Pay Policy Statement, from 2015/16 onwards, would include the following paragraph:

*The JNC for Chief Officers negotiates on national (UK) annual cost of living pay increases for this group, and any award of same is determined on this basis. Chief Officers employed under JNC terms and conditions are contractually entitled to any national JNC pay rises. This Council will*

*therefore pay these nationally agreed pay awards as and when determined unless full Council decides otherwise.*

16. Should the Council at any time decide that it does not wish to implement nationally negotiated JNC pay increases then that would need to be a decision of Full Council, and the Pay Policy Statement would need to be amended to reflect that decision.
17. This report recommends that the resolution continues to be applied provided that such pay increases are in line with those accounted for in the Budget set and agreed by Council on 9<sup>th</sup> March 2023. Any additional financial implications arising from the national pay agreements determined after this date that cannot be met within the Council's Revenue Budget will be referred to Council for consideration and decision.

#### Local Government Services Pay Award 2023

18. The NJC pay agreement effective from 1<sup>st</sup> April 2023 will be implemented once agreed by the national employers. Until then the Council will continue to apply the NJC 2022 pay agreement in line with those accounted for in the Budget set and agreed by Council on 9<sup>th</sup> March 2023. Any additional financial implications arising from the national pay agreements determined after this date that cannot be met within the Council's Revenue Budget will be referred to Council for consideration and decision.
19. The NJC for Local Government Services 2022 pay agreement led to changes to the national pay structure which directly impact on the Council's locally agreed pay scale. Effective from 1<sup>st</sup> April 2023 SCP1 will be removed from the national pay structure. SCP1 is the spot point on the Council's Grade 1, and because of the change it is proposed that all Grade 1 employees will move to SCP 2 and the grade will remain as a spot point. Consequently, Grade 2 which currently comprises SCP2 and SCP3 will become a spot point Grade of SCP 3. As a result, Grade 2 employees will move to SCP 3. This has been accounted for in the Budget set and agreed by Council on 9<sup>th</sup> March 2023

#### Gender Pay Gap

20. The Equality Act 2010 (Specific Duties and Public Authorities) Regulations 2017, which relate to public sector employers in England and Wales, requires the publication of gender pay gap data based on a 'snapshot' date of 31<sup>st</sup> March.
21. Since the publication of the regulations it has been clarified that local authorities in Wales are not covered by the requirement to formally publish a Gender Pay Gap report, but instead must manage gender pay differences.
22. With more public sector employers being required to report on their Gender Pay Gap, and in line with the Council's commitment to fairness and transparency, it is proposed that the Council continues to voluntarily

publish its Gender Pay Gap report as part of the annual Pay Policy Statement, to be published by 31<sup>st</sup> March 2023.

23. The Council's Job Evaluation Scheme using the Greater London Provincial Council's Job Evaluation (GLPC) Scheme is used to determine the Grades of posts and ensures that men and women receive equal pay for work of equal value.
24. The Pay Policy Statement reports a change in the Gender Pay Gap from 2021 to 2022. The following table highlights the actual monetary change in pay between the two years:

	<b>31.3.2021 Mean Hourly Rate</b>	<b>31.3.2021 Median Hourly Rate</b>	<b>31.3.2022 Mean Hourly Rate</b>	<b>31.3.2022 Median Hourly Rate</b>
<b>Male</b>	15.33 Grade 7	14.11 Grade 6	15.37 Grade 6	13.71 Grade 6
<b>Female</b>	15.83 Grade 7	13.21 Grade 6	16.22 (+£0.85) Grade 7	13.44(-£0.90) Grade 6
<b>Pay Gap</b>	<b>-3.26%</b> <b>(£+0.50)</b>	<b>6.38%</b> <b>(-£0.90)</b>	<b>-5.59%</b> <b>(+£0.85)</b>	<b>1.97%</b> <b>(-£0.27)</b>

25. A positive percentage figure reveals that typically, or overall, employees who are female have lower pay than male employees. According to the national government's Gender Pay Gap information at [www.gov.uk](http://www.gov.uk), this is likely to be the situation for most employers.
26. For 2022, the Mean hourly pay rates for male employees moved from Grade 7 to within Grade 6. The hourly pay rate for female employees remained in Grade 7 of the Council's Pay & Grading Structure. The Median hourly pay rates for both males and females are within Grade 6, consistent with 2021.
27. The Mean Gender Pay Gap continues to be a negative figure which means that the mean average for female employees is higher than that for male employees, and for 2022 the gap has widened. Contributing factors are the Market Supplement paid to Adult Social care staff, who are mainly female; the average allowance payable to women which has increased at a higher rate than for men; and a greater reduction in women paying into salary sacrifice schemes when compared to men.
28. When compared to those Core Cities and local authorities in Wales that have published their Gender Pay Gap, the Council's position as at 31<sup>st</sup> March 2021 compared very favourably. So far, few have published their data for 31<sup>st</sup> March 2022.

#### Non-Guaranteed Working Hours

29. In December 2016 the Welsh Government issued principles and guidance on the appropriate use of non-guaranteed hours arrangements in the devolved public services in Wales. These principles and guidance

were developed by the Public Services Staff Commission in social partnership with the Welsh Government's Partnership Council and its sector groups. The Council is committed to the principles determined by Welsh Government which apply to those employees who are employed on a relief, 'casual' or sessional basis. These employees are used in services within the Council where there is either a need to bring in an additional workforce to cover peaks in workload, or where the workload is on a one-off basis, such as Events.

### Annual Leave

30. The annual leave entitlement for the majority of Council employees is 27 days, rising to 32 days after 5 years' service, and in addition, there are 8 public holidays. This leave entitlement is set out in the Council's Single Status Collective Agreement agreed by Cabinet in September 2011. Under local agreement this leave entitlement also applies to employees whose pay is negotiated under Craftworkers, Chief Officer pay terms (OMs and above) and the Chief Executive.
31. As part of the NJC pay agreement for 2022/23 an additional day's annual leave was agreed for all NJC staff with effect from 1<sup>st</sup> April 2023.
32. It is proposed that the increase in annual leave of 1 day also be applied to those employees whose terms and conditions are set out in paragraph 30 above.
33. Therefore, with effect from 1<sup>st</sup> April 2023 the annual leave entitlements would rise to 28 days on appointment and 33 days after 5 years' service.
34. In addition, the public holidays will increase from 8 to 9 for the 2023/24 leave year because of the public holiday to mark the coronation of HM King Charles III.

### **Reason for Recommendations**

35. To ensure that the Council's Single Status Pay and Grading Structure is aligned to the NJC for Local Government Services pay structure by fully implementing the 2022 pay agreement.
36. To ensure that the annual leave entitlements agreed by the NJC for Local Government Services employees are implemented and that the local agreement reached with other Council employees continues to be in effect.
37. To respond to the legal requirement under the Localism Act 2011 by agreeing the Pay Policy Statement, the publication of which will also provide openness and accountability in how the Council rewards its employees.

### **Financial Implications**

38. The rates of pay and conditions set out in the Pay Policy Statement (Appendix 1) are reflected in the Council's budget for 2023/24. The



2022/23 agreement included an additional day's annual leave for NJC staff with effect from 1st April 2023. Where the additional day's leave is considered to result in the likelihood of staff cover requirements (schools, waste, and social care), provision for this has been incorporated within the 2023/24 Budget. For all other areas, it is anticipated that the additional day's leave will be accommodated within current staffing levels. The budgetary impact of the removal of SCP1 and associated spot points for Grade 1 (SCP2) and Grade 2 (SCP3) are also incorporated within the 2023/24 budget.

### **Legal Implications**

39. Under Section 38 of the Localism Act 2011 the Council must prepare a Pay Policy Statement for each financial year before the commencement of that year. The Pay Policy Statement for 2023/24 must therefore be approved by full Council by 31<sup>st</sup> March 2023.
40. The Act requires the Pay Policy Statement to cover certain specific matters and the Welsh Government has issued statutory Guidance in relation to Pay Policies, to which the Council must have regard: [Pay accountability within local government \[HTML\] | GOV.WALES](#).
41. Legal Services is instructed that the proposed Pay Policy Statement for 2023/2024 meets the requirements of the Act and the Welsh Government Guidance.
42. The Pay Policy Statement must be published in such manner as the Council thinks fit, which must include publication on the Council's website.
43. The Council's pay structures are considered to be compliant with Equalities legislation.

### **HR Implications**

45. The change to the Council's Pay & Grading structure arises from the deletion of SCP1 as part of the NJC for Local Government Services pay agreement for 2022. The change will impact on those employees currently on SCP1 and SCP2, meaning that their pay will continue to be aligned with the national pay grades.
46. The change in annual leave entitlements for those employees employed on terms and conditions identified in paragraph 30 will ensure adherence to the local agreement reached in September 2011 with those employees.
47. Other than stated in paragraphs 45 and 46 above, the Pay Policy recommendation will not impact on employees across the Council as it merely outlines in one policy, existing and agreed arrangements for pay and remuneration of employees.
48. The trade unions have been consulted on the Pay Policy Statement.

## **Property Implications**

49. There are no property implications.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. agree changes to the Council's Single Status Pay and Grading Structure as a result of the NJC for Local Government Services pay agreement 2022, by the removal of SCP 1 and as a consequence agreeing spot point Grades for Grade 1 (SCP2) and Grade 2 (SCP3).
2. note the increase in annual leave agreed by the NJC for Local Government Services employees and approve the additional leave for other Council employees identified in paragraph 30, under local agreement.
3. recommend that Council
  - (i) confirm that the decision to agree the Pay Policy Statement constitutes agreement to implement the cost of living pay increases determined by the relevant negotiating body effective from 1st April 2023, as accounted for in the Budget set and agreed by Council on 9th March 2023.
  - (ii) determine that any additional financial implications arising from the national pay agreements determined after this date that cannot be met within the Council's Revenue Budget will be referred to Council for consideration and decision.
  - (iii) approve the attached Pay Policy Statement (2023/24) Appendix 1.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Chris Lee</b> Corporate Director Resources
	17 March 2023

*The following appendices are attached:*

*Appendix 1: Pay Policy Statement 2023/24, together with Annex1*

## CARDIFF COUNCIL

### PAY POLICY STATEMENT 2023/24

#### INTRODUCTION

1. Since 2012 the Council has complied with the statutory requirement under the Localism Act 2011 to prepare a Pay Policy Statement on an annual basis. This Pay Policy Statement covers the period 1<sup>st</sup> April 2023 to 31<sup>st</sup> March 2024. It was approved by Council on 9<sup>th</sup> March 2023 Agreement (and subsequent publication) of the 2023/24 Pay Policy Statement ensures continued compliance with legislation.
2. This Pay Policy Statement provides the framework for decision making on pay, and in particular, decision making on senior officer pay within the Council. It complements other information published on the Council's website which is linked at appropriate points in this Pay Policy Statement.
3. Cardiff Council recognises the importance of managing pay fairly and consistently in a way that motivates employees to make a positive contribution to the Council's business of delivering public services and administering local government in the Capital City of Wales.
4. The Council has also been accredited as a Living Wage Employer by the Living Wage Foundation and is committed to ensuring that our lowest paid employees are paid, as a minimum, in accordance with the 'Real' or Voluntary Living Wage, which is calculated annually by the Resolution Foundation and overseen by the Living Wage Commission.
5. The decisions that are taken by the Council regarding pay are crucial to maintaining equality across the organisation. The production of an annual Pay Policy Statement supports this approach and assists in providing both transparency and accountability.

#### SCOPE

6. In accordance with the requirements of the Localism Act 2011 this Pay Policy Statement covers all aspects of Chief Officer remuneration (including on ceasing to hold office), and that relating to the 'lowest paid' employees in the authority. The relationship between the remuneration for Chief Officer posts and other employee groups employed by the Council is explained.
7. In the interests of transparency and accountability the Council has chosen to take a broader approach than that required by legislation and therefore this Pay Policy Statement covers all employee groups, except for teachers, (as the remuneration for this latter group is set by the Welsh Government and therefore not in local authority control).

8. This Pay Policy Statement does not apply to Members of the Council as they are not employees and are governed by separate legislation and the requirements of the Independent Remuneration Panel for Wales.

## **KEY PRINCIPLES**

9. This Pay Policy Statement aims to ensure that all employees are rewarded fairly and without discrimination for the work that they do. It reflects fairness and equality of opportunity, the need to encourage and enable employees to perform to the best of their ability and the commitment to operate a transparent pay and grading structure.
10. The Council recognises that pay is not the only means of rewarding and supporting employees and offers a wider range of benefits, such as flexible working arrangements, access to learning and development, a Health and Wellbeing Charter and an Employee Assistance Programme.
11. To ensure these principles are embedded the Council will ensure that there are clear and transparent processes for setting and reviewing salaries for all employees, and that there is sufficient flexibility to take into account the pay market and recruitment and retention factors.
12. Any policy statement on pay has to be affordable and support the provision of high-quality public services.

## **LEGISLATION**

13. In determining the pay and remuneration of all its employees, the Council will comply with all relevant legislation. This includes the Equality Act 2010, Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, Agency Workers Regulations 2010 and where relevant the Transfer of Undertakings (Protection of Employment) Regulations 2006.
14. With regard to the Equal Pay requirements of the Equality Act, the Council will ensure there is no pay discrimination within its pay structures and that all pay differentials can be objectively justified through the use of equality proofed Job Evaluation mechanisms which directly relate salaries to the requirements, demands and responsibilities of the role.

## **DEFINITIONS**

15. The Localism Act 2011 sets out the requirements for Pay Policy Statements and as part of this there are certain terms that are used to define different employee groups and in particular senior officers. This section explains these definitions and how they apply in this authority.

## **Chief Officer**

16. The Localism Act 2011 defines 'Chief Officer' as Head of Paid Service, Monitoring Officer, Statutory Chief Officers and Non-Statutory Chief Officers.
17. Cardiff Council's Chief Officers are as follows:
  - Head of Paid Service - Chief Executive
  - Monitoring Officer – Director of Governance & Legal Services
  - Statutory Chief Officers:-
    - Director for Education and Lifelong Learning,
    - Corporate Director for People and Communities who undertakes the role of Director of Social Services
    - Corporate Director Resources who undertakes the role of Section 151 Officer
  - Non-statutory Chief Officers – this refers to non-statutory posts that report directly to the Head of Paid Service
    - Director for Economic Development
    - Director for Planning, Transport and Environment

## **Deputy Chief Officers**

18. The Localism Act 2011 defines 'Deputy Chief Officers' as those officers that report directly to statutory or non-statutory Chief Officers. In Cardiff Council this includes:
  - Director Adult, Housing and Communities
  - Director Children's Services
  - Assistant Director for County Estates
  - Assistant Director for Education and Lifelong Learning
  - Assistant Director for Street Scene
  - Programme Director for School Organisation Planning
  - Head of Service for Finance
  - Head of Performance and Partnerships
  - Head of Democratic Services – statutory role which reports to the Monitoring Officer
  - Chief HR Officer
  - Chief Digital Officer
19. The Council's senior management arrangements include Operational Manager posts. In addition to the posts identified above, there are also some Operational Managers that report directly to statutory or non-statutory Chief Officers (Corporate Director Resources, Directors of Economic Development; Governance and Legal Services; Planning, Transport and Environment) and so for the purposes of this policy these posts are included within the definition of Deputy Chief Officer. Operational Managers are employed on the same terms and conditions as the Council's Chief Officers as indicated in paragraph 30.
20. The Council's senior management arrangements also include the posts of Assistant Director for Adult Services, and Assistant Director of Housing and Communities, that report to a Deputy Chief Officer.

## **Lowest Paid Employees**

21. The Localism Act 2011 requires the Council to define its 'lowest paid employee' within the Pay Policy Statement. Within the Council the lowest paid employees are those appointed on Spinal Column Point (SCP) 1 of the National Joint Council (NJC) for Local Government Services' nationally agreed pay scale. However, to support the Council's lowest paid employees, with effect from 1st September 2012 the Council adopted the Voluntary Living Wage. In practice this means that the pay for the lowest paid employees is kept under review to ensure that either the Voluntary Living Wage hourly rate is paid, or the relevant Spinal Column Point, whichever is the greatest.
22. At 1<sup>st</sup> April 2022 the Voluntary Living Wage was nationally set at £9.90, however, the NJC pay award effective from 1<sup>st</sup> April 2022 set £10.50 as the hourly rate of pay for Spinal Column 1, so this is the rate paid for the 2022/23 financial year.
23. The Voluntary Living Wage, as announced in September 2022 has risen to £10.90. Based on current rates of pay and changes to the NJC for Local Government Services pay scale effective from 1<sup>st</sup> April 2023 (described in paragraph 46), a Voluntary living Wage Supplement will therefore need to be paid to those employees on SCP 2 and 3, in 2023/24 until such a time as any pay award is agreed. In accordance with the Council's commitment to the payment of the Voluntary Living Wage this will be further reviewed once the 2024 National Pay Agreement is finalised, and any adjustment implemented.

## **Pay**

24. The Localism Act 2011 defines 'pay' remuneration as 'salary, bonuses, charges, fees or allowances payable, any benefits in kind, increase or enhancement of pension entitlement. This definition is applied in this Pay Policy Statement.

## **ROLE OF THE CHIEF EXECUTIVE**

25. The Chief Executive fulfils the statutory role of Head of Paid Service as defined by the Localism Act 2011. The Local Government and Elections (Wales) Act 2021, Section 54 makes provision to codify the role of the Chief Executive in a principal council (county and county borough councils), including, but not exclusively, the functions currently undertaken by the head of paid service as designated under section 4 of the Local Government and Housing Act 1989. As a result, from 5 May 2022, all principal councils are required to appoint a Chief Executive. This replaced the previous requirement to designate an existing officer as head of paid service under section 4 of the Local Government and Housing Act 1989. This requirement did not affect arrangements in Cardiff as the Council already had an appointed Chief Executive.
26. As the most senior officer the Chief Executive is responsible for a wide range of services with a total budget of £744 million (2022/23) and for the employment of 13,873 employees (at December 2022). The services are provided to a total population of 369,200 (rounded to the nearest 100) according to the Office for National Statistics' latest (mid-2020) population estimates. The Council was recorded as having a Council

housing stock of 13848 and in November 2022 there were 57,323 pupils enrolled in our schools.

27. The role of Chief Executive is a full time and permanent appointment. Post holders are selected on merit, against objective criteria, following public advertisement. They are appointed by the Appointments Committee of the Council, comprising elected members.
28. As Head of Paid Service, the Chief Executive works closely with elected members to deliver the administration's policy statement – 'Stronger, Fairer, Greener' – a programme setting out the themes that have defined the work of the Council over the past decade, and that are the heart of the Council's work over the next five years.
29. The Chief Executive routinely works outside of the standard Monday to Friday business week. The Chief Executive also heads the Gold Command 'on call' arrangements particularly to cover emergency planning requirements.

## **PAY DETAILS**

### **Chief Executive**

30. The Chief Executive is employed on Joint National Committee for Chief Executives of Local Authorities (JNC for Chief Executives) terms and conditions. The JNC for Chief Executives negotiates on national (UK) annual cost of living pay increases, and any award of the same is determined on this basis. These pay awards are effective from 1<sup>st</sup> April each year, however they are not normally confirmed in advance of this date.

### **Chief Officers and Operational Managers**

31. Posts at Operational Manager and above are employed on Joint National Committee (JNC) Chief Officer terms and conditions and pay levels for these posts have been evaluated using the Korn Ferry Hay (formerly Hay) Job Evaluation Scheme since 1999.
32. The JNC for Chief Officers negotiates on national (UK) annual cost of living pay increases for this group, and any award of same is determined on this basis. These pay awards are effective from 1<sup>st</sup> April each year, however they are not normally confirmed in advance of this date.

### **Chief Officer Pay Decisions**

33. Although the annual cost of living pay awards, referred to in paragraphs 30 and 31 above, are part of the nationally agreed terms and conditions, the Council's Constitution Employment Procedure Rules states that any decision to determine or vary the remuneration of Chief Officers (or those to be appointed as Chief Officers) must be made by full Council.
34. Therefore, in accordance with these rules, the Council's decision to agree this Pay Policy Statement constitutes agreement to implement the cost of living pay increases

determined by the relevant negotiating body effective from 1<sup>st</sup> April 2023, as accounted for in the Budget set and agreed by Council on 2nd March 2023.

35. Any additional financial implications arising from the national pay agreements determined after this date that cannot be met within the Council's Revenue Budget will be referred to Council for consideration and decision.

### Chief Officer and Operational Manager Pay

36. The following table shows the current pay rates for Chief Officers and Operational Managers, as at 1<sup>st</sup> April 2022:

Post	Salary
<b>Chief Officers – Spot Salary</b>	
Chief Executive	£190,091
Corporate Director for Resources Corporate Director for People and Communities	£145,816
Directors	£134,747
Chief Digital Officer	£108,553
Chief Officers, Assistant Directors	£92,245
<b>Operational Managers – 5 Point Range</b>	
Operational Manager – Level 1	£61,247 - £74,217
Operational Manager – Level 2	£50,474 - £60,571

37. The salary level for Chief Officer and Operational Managers is determined by an independent external evaluation process based on an assessment of relative job sizes and benchmarking against market comparisons for posts of similar size and complexity, using the Korn Ferry (previously Hay) Job Evaluation Scheme.

38. For Chief Officer positions, any report from the external evaluators on grading of new posts or changes to salary levels is presented to the Council's Employment Conditions Committee (ECC) which has the following functions delegated to it under the Council's Constitution:

(i) *To consider and determine policy and issues arising from the organisation, terms and conditions of Chief Officers and Deputy Chief Officers (as defined in the Local Authorities (Standing Orders) (Wales) Regulations 2006), together with any other category of employee specified in Regulation from time to time where this is necessary, subject to the approval of Council in respect of any determination or variation of the remuneration of Chief Officers.*

(ii) *To decide requests for re-grading of Chief Officers and Deputy Chief Officers (as defined in the Local Authorities (Standing Orders) (Wales) Regulations 2006), except for Operational Managers deemed to be classed as Deputy Chief Officers, whose applications may be determined under Chief Executive officer delegation within the remuneration framework for Operational Managers, together with any*



*other category of employee specified in Regulation from time to time, whether by way of appeal by an employee against a decision to refuse a re-grading application or to decide applications for re-grading which are supported, subject to the approval of Council in respect of any determination or variation of the remuneration of a Chief Officer.*

39. Where an Operational Manager, who falls within the statutory definition of a Deputy Chief Officer, submits a request for regrading, this is dealt with by the Chief Executive under delegated authority, within the remuneration framework for Operational Managers (delegation reference CE8). It has been agreed that any such decisions shall be reported in this Pay Policy Statement for transparency. This delegation has not been exercised during 2022/23.
40. In addition to the above, the Independent Remuneration Panel in Wales (IRP) has specific functions concerning the salary of the Chief Executive (Head of Paid Service). Before making a change to the salary of the Chief Executive, which is not commensurate with a change to the salaries of the Council's other employees, the local authority must consult the IRP about the proposed change and have regard to any recommendation received from the IRP when deciding whether or not to proceed with making the change.
41. In the year ending 31<sup>st</sup> March 2023 the local authority has not had the need to make a referral to the IRP.
42. Since 2009/10, the Council has published pay details for Chief Officer posts on its website. Previous to this, the number of officers at each salary band over £60,000 were set out. The information can be found in the 'Statement of Accounts' which is accessed via the tab 'Your Council' and then the link to 'Council Finance' <https://www.cardiff.gov.uk/ENG/Your-Council/Council-finance/Managing-the-Councils-Finances/Pages/default.aspx>. The Chief Executive pay has been published on the website since 2010.

### **'National Joint Council (NJC) (Green Book)' and 'Joint National Council (JNC) Craft' Employees**

43. The pay grades for all former NJC Green Book and JNC Craft positions within the Council are evaluated using a job evaluation (JE) process using the Greater London Provincial Council (GLPC) scheme. The JE process uses a consistent set of criteria which ensures that the Council's grading structure is fair, transparent, and equitable, and that men and women receive equal pay for work of equal value. The Council has Collective Agreements in place with UNISON, GMB and Unite (NJC Green Book), and GMB, and Unite (JNC Craft) which set out the pay ranges for each grade, and also relevant terms and conditions.
44. The Council's pay and grading structure links the scores from the job evaluation process directly to the NJC pay structure. From 1<sup>st</sup> April 2019 this national pay structure changed from 49 spinal column points (SCP) to 43. The national pay structure with effect from 1<sup>st</sup> April 2022 ranged from spinal column point (SCP) 1 to 43 which equates to £20,258 to £49,590.

45. Cardiff Council has in place a locally agreed pay scale which has 10 grades that span across SCPs 1- 40 of the national pay structure. As a result of the changes effective from 1<sup>st</sup> April 2019, the Council reviewed its locally agreed pay scale and to minimise the impact of transition to the new scale SCPs 10, 13, 16, 18 and 21 of the national pay structure are no longer used. Overall, the Council's pay scale equates to £20,258 to £46,549, on 1<sup>st</sup> April 2022. Each grade has a number of incremental points.
46. The NJC for Local Government Services pay agreement made further changes to the national pay structure which directly impact on the Council's locally agreed pay scale. Effective from 1<sup>st</sup> April 2023 SCP1 will be removed. This means that all Grade 1 employees will move to SCP 2 and the grade will remain as a spot point. Consequently, Grade 2 will become a spot point scale of SCP 3, and Grade 2 employees will move to SCP 3.
47. More information about the GLPC Scheme and the grades of the Council can be found in the Council's Single Status Collective Agreement. The agreed grades and associated salaries from at 1<sup>st</sup> April 2022 can be seen at Annex1.

### **Employees other than Chief Officer and previous 'Green Book' and 'Craft' employees**

48. The Council also has employees whose pay, terms and conditions are determined by other national agreement, i.e. JNC Youth and Community, Soulbury, and School Teacher terms and conditions. Pay for these employees is based on the relevant nationally agreed rates of pay. Pay rates are included in Annex 1 for information.

### **Pay Differentials**

49. The current pay levels within the Council define the multiple between the lowest paid (full time equivalent) employee (£20,258) and the Chief Executive (£190,091) as [1:9] and; between the lowest paid employee (£20,258) and median Chief Officer (£92,245) as [1:5].
50. The multiple between the median full time equivalent earnings (£27,852) and the Chief Executive (£190,091) is [1:7] and; between the median full time equivalent earnings (£27,852) and median Chief Officer (£92,245) is [1:3].
51. The Council does not use performance related pay or bonuses for Chief Officers

### **Incremental Progression – all employees**

52. Incremental progression for 'Green Book', 'Craft' employees and Operational Managers is not automatic but is dependent upon a successful performance review. Following a successful performance review, increments are normally effective from the 1<sup>st</sup> April each year. For 'Green Book' and 'Craft' employees, this requirement is detailed in the relevant Single Status Collective Agreement, and for Operational Managers this is contained within their terms and conditions.

### **Salary on Appointment – all employees**

53. Vacancies are advertised on the agreed grade for the post stating the minimum and maximum salary, or spot point, as appropriate to the post. All Chief Officers are appointed to the spot point. Where salary scales are in place appointments are made at the bottom point of the range, but there is discretion to appoint at a higher point within the range. This would usually be to match a candidate's current level of pay, or other particular circumstances.

### **Market Supplements – all employees**

54. It is recognised that there will be exceptional circumstances where the market rate for certain key jobs is higher than that provided for by relevant Council pay and grading structure. In these circumstances, the grading of the post will be reviewed in accordance with the Council's Market Supplement Scheme agreed as part of the Council's Single Status Agreement. The scheme is applicable to all those covered by the Green book, Craft employees, JNC for Chief Officers, JNC for Youth & Community Workers and those on Soulbury terms and conditions. Proposals to pay a Market Supplement must be supported by a fully evidence-based business case, and follow the agreed decision making processes of the Council.

### **ADDITIONAL PAYMENTS**

55. Employees employed under the previous 'Green Book' and 'Craft' terms and conditions are paid on the same terms and conditions and pay scales through Single Status. However, a tool allowance has been retained for relevant craft posts.

### **NJC 'Green Book' and JNC 'Craft' Employees**

56. Additional payments are made as detailed in their respective Collective Agreements. The types of additional payments made include overtime and Saturday and Sunday working at time and a half; recalls to work attract a minimum payment of 2 hours payment; public holiday payments; car allowances; motorcycle and bicycle allowances; stand by and call out payments; night /evening /unsocial hours payments; shift work allowance; sleeping in duty payment; first aid allowance; relocation payment and payment for professional subscriptions. To manage ongoing budgetary pressures, in the financial year 2023/24 payments for interview expenses, relocation expenses and professional subscriptions (which are not legal requirements of a post) will not be made. This has consistently been applied since the 2014/15 financial year.

### **Chief Officers and Operational Managers**

57. Additional payments made include car, motorcycle and bicycle allowances which have been harmonised for all Council employees using the single rate based on the HMRC

arrangements paid for business mileage, i.e. currently 45p per mile. During 2022/23 a Joint Protocol was agreed between Leaders of local authorities in Wales and the trades unions of the Joint Council for Wales, which introduced a measure that provided for a temporary increase in mileage reimbursement rates. This meant that with effect from 1<sup>st</sup> November 2022 until 31<sup>st</sup> March 2023, Cardiff Council increased its mileage rate for claims dated 1<sup>st</sup> November 2022 until 31<sup>st</sup> March 2023 by 5p per mile to a maximum of 50p per mile.

58. Interview Expenses and Relocation Assistance – Consistent with a decision applied since the 2014/15 financial year, these payments will not be made for the 2023/24 financial year.
59. Professional Subscriptions – In the financial year 2023/24 these will continue to only be paid by the Council where it is an essential requirement of the post.
60. Returning Officer Fees - The appointment of Electoral Registration Officer is required by S8 Representation of the People Act 1983; and the appointment of Returning Officer is required by S35 Representation of the People Act 1983. At the Council meeting on the 28<sup>th</sup> February 2019, the Chief Executive was appointed to the roles of Electoral Registration Officer and Returning Officer, with effect from the 3<sup>rd</sup> April 2019. The roles of Electoral Registration Officer and Returning Officer are part of the job description of the Chief Executive.
61. The Returning Officer fees for parliamentary, Welsh Government, Police and Crime Commissioner Elections and all referenda are set out in statutory fees and charges orders for each election. For these externally sponsored elections, the fee is funded through grant awarded by the Welsh Government in respect of its election, and by Central Government in respect of the other elections. For local elections, the Council must pay the expenditure properly incurred by the Returning Officer in relation to holding the election, for example, for printing of ballot papers and all election stationery and provision of polling stations. The Chief Executive has waived all personal fees associated with the role of Returning Officer.

#### Election Staff to Assist the Returning Officer

62. The Returning Officer has power to appoint all staff necessary to assist in the discharge of the Returning Officer's duties in respect of holding the elections, including Poll Clerks, Presiding Officers, and Count Staff. For all externally sponsored elections, staff fees must be set in line with the appropriate statutory fees and charges order and are recoverable on that basis. For local elections, staff fees are based on the scale and type of election and are reviewed to take account of inflation and any other pressures, as appropriate. The fees are set and approved by the Returning Officer prior to the election.

#### **HONORARIA AND ACTING UP SCHEMES**

63. The Council has schemes for payment where an employee acts up into a post at a higher level of pay (Acting Up Scheme) or where they undertake additional duties at a higher level of responsibility (Honoraria Scheme). These schemes are applicable for all Council employees, excluding teachers, however for the financial year 2023/24 the

Honoraria Scheme will continue to be withdrawn in order to manage an ongoing budgetary pressure.

## **ANNUAL LEAVE**

64. Annual leave entitlements are determined by the terms and conditions of the different employee groups. Entitlements to annual leave are pro rata for part time employees

### **Green Book and Craft employees, Chief Executive, Chief Officers and Operational Managers**

65. The annual leave entitlement is 27 days, rising to 32 days after 5 years' service, and in addition, there are 8 public holidays. This leave entitlement is set out in the Council's Single Status Collective Agreement. Under local agreement this leave entitlement also applies to employees whose pay is negotiated under Craftworkers, Chief Officer pay terms (OMs and above) and the Chief Executive.

66. As part of the NJC pay offer for 2022/23 an additional day's annual leave was agreed for all NJC staff with effect from 1<sup>st</sup> April 2023 and in line with the Single Status Agreement this additional day will apply to those employees whose terms and conditions are set out in paragraph 64 above.

67. Therefore, with effect from 1<sup>st</sup> April 2023 the annual leave entitlements will rise to 28 days on appointment and 33 days after 5 years' service. In addition, the public holidays will increase from 8 to 9 for the 2023/24 leave year because of the public holiday to mark the coronation of HM King Charles III.

### **Other Employees**

68. The annual leave entitlement for JNC Youth & Community is 30 days, rising to 35 days after 5 years' service. The Soulbury entitlement is 25 days rising to 30 days after 5 years' service. In addition, there are 8 public holidays (9 in 2023/24) and 4 extra statutory days for both groups.

### **Purchase of Annual Leave**

69. The Council has in place an Annual Leave Purchase scheme where employees can purchase up to 10 day's annual leave, which is then payable by monthly deductions during the leave year. In December 2022 100 employees accessed the scheme in the 2022/23 annual leave year, which was an increase of 31 compared to the previous year.

## **GENDER PAY GAP REPORT**

70. The Council has published a Gender Pay Gap report as part of its Annual Equalities Monitoring Report. The report uses data for employees who were paid for the period that covers 31<sup>st</sup> March each year. There will be changes from year to year and these will very much depend on the extent to which changes arise in the number of male and female employees at different grades, the use of salary sacrifice schemes

and changes to additional allowances paid to employees. The following Gender Pay Gap information sets out the actual differences in the average pay between employees who are male and those who are female (excluding schools) as at 31<sup>st</sup> March 2022, compared with 31<sup>st</sup> March 2021, and shows the percentage and actual pay gap between men and women:

	31.3.2021 Mean Hourly Rate	31.3.2021 Median Hourly Rate	31.3.2022 Mean Hourly Rate	31.3.2022 Median Hourly Rate
<b>Male</b>	15.33 Grade 7	14.11 Grade 6	15.37 Grade 6	13.71 Grade 6
<b>Female</b>	15.83) Grade 7	13.21 Grade 6	16.22 Grade 7	13.44 Grade 6
<b>Pay Gap</b>	<b>-3.26%</b> <b>(£+0.50)</b>	<b>6.38%</b> <b>(-£0.90)</b>	<b>-5.59%</b> <b>(+£0.85)</b>	<b>1.97%</b> <b>(-£0.27)</b>

72. The **mean** average involves adding up all the hourly rates and dividing the result by how many numbers were in the list. The **median** average involves listing all the hourly rates in numerical order. If there is an odd number of results, the median average is the middle number. If there is an even number of results, the median will be the mean of the two central numbers.
73. A positive percentage figure reveals that typically, or overall, employees who are female have lower pay than male employees. According to the national government's Gender Pay Gap information at [www.gov.uk](http://www.gov.uk), this is likely to be the situation for most employers. A negative percentage figure indicates that typically, or overall, employees who are female have higher pay than male employees.
74. Using the **mean** method of calculating the average the pay gap shows that the hourly rate for women is higher than that for men, i.e. a pay gap of -5.59%, in favour of women. The **median** average of 6.38% in 2021 has reduced to 1.97% in 2022, and as this is a positive percentage figure this method of calculation indicates that employees who are female have lower pay than male employees, albeit the median gender pay gap significantly narrowed in 2022.
75. The **mean** hourly pay rate for men for 2022 slightly changed with the hourly rate falling from within Grade 7 to Grade 6, with females remaining in Grade 7. The **median** hourly pay rates for both males and females are within Grade 6 which is consistent with 2021.
76. When schools are included, the Gender Pay Gap information at 31<sup>st</sup> March 2022, compared with 31<sup>st</sup> March 2021 shows that the mean and median hourly rates fall within the same grades as in the previous year. The mean pay gap has become a negative figure which means that women overall have a higher mean hourly rate than men, by £0.14 per hour.
77. When schools are included, the 2021 the median pay gap was £1.51 per hour, a gap of 10.18% in favour of male employees, but in 2022 this pay gap almost halved, bringing the actual hourly pay difference to -£0.83, to the benefit of male employees. It must be

remembered that the pay information for school based employees includes those who are paid on teachers terms and conditions so different pay award levels each year, and higher salary levels, will result in a fluctuation in the pay gap information.

	31.3.2021 Mean Hourly Rate	31.3.2021 Median Hourly Rate	31.3.2022 Mean Hourly Rate	31.3.2022 Median Hourly Rate
<b>Male</b>	16.81 Grade 7	14.83 Grade 6	16.74 Grade 7 Decrease of £0.07	14.37 Grade 6 Decrease of £0.46
<b>Female</b>	16.70 Grade 7	13.32 Grade 6	16.88 Grade 7 Increase of £0.18	13.54 Grade 6 Increase of £0.22
<b>Pay Gap</b>	<b>0.65%</b> <b>(-£0.11)</b>	<b>10.18%</b> <b>(-£1.51)</b>	<b>0.82%</b> <b>(£0.12)</b>	<b>5.78%</b> <b>(-£0.83)</b>

78. The quartile table below shows the proportion of male and female full-pay relevant employees (excluding schools) in four quartile pay bands, which is calculated by dividing the workforce into four equal parts. If there are number of employees on the same hourly rate of pay crossing two of the quartiles, males and females are split as evenly as possible across the quartiles. Quartile 1 represents the lowest paid and Quartile 4 represents the highest paid.

	31.3.2021		31.3.2022			
Quartiles	Male	Female	Male	Female	Male Difference	Female Difference
Q1 Lower hourly pay	37.62%	62.38%	35.30%	64.70%	-2.32	+2.32
Q2 Lower middle hourly pay	38.14%	61.86%	42.46%	57.44%	+4.32	-4.42
Q3 Upper middle hourly pay	47.78%	52.22%	45.11%	54.89%	-2.67	+2.67
Q4 Upper hourly pay	42.67%	57.33%	42.83%	57.17%	+0.16	-0.16

79. At the 31<sup>st</sup> March 2022, compared to 2021, in Quartiles 1 and 3 the percentage of females compared to male employees increased. In Quartiles 2 and 4 the percentage of female employees compared to male employees reduced.

80. Whilst there is no requirement in Wales to publish Gender Pay Gap information, Cardiff Council has chosen to publish its information on GOV.UK. In terms of the 2022/23 published data, Cardiff Council's position compares well to other Local Authorities, include those core cities that have published their data.

## PENSION SCHEME

81. All Council employees (except for teachers and Soulbury employees) are entitled to join the local government pension scheme (LGPS) which is offered by the Local

Government Employers. If employees are eligible, they will automatically become a member of the scheme (to join they must have a contract for at least 3 months duration and be under the age of 75). Employees can decide to opt out of the scheme. The benefits and contributions payable under the Fund are set out in the LGPS regulations.

82. The current level of contribution to the scheme by employees is:

<b>Contribution table 2022/23</b>			
<b>Band</b>	<b>Actual pensionable pay for an employment</b>	<b>Contribution rate for that employment</b>	
		<b>Main</b>	<b>50/50 section</b>
1	Up to £15,000	5.50%	2.75%
2	£15,001 to £23,600	5.80%	2.90%
3	£23,601 to £38,300	6.50%	3.25%
4	£38,301 to £48,500	6.80%	3.40%
5	£48,501 to £67,900	8.50%	4.25%
6	£67,901 to £96,200	9.90%	4.95%
7	£96,201 to £113,400	10.50%	5.25%
8	£113,401 to £170,100	11.40%	5.70%
9	£170,101 or more	12.50%	6.25%

83. Teachers are entitled to join the Teachers' Pensions scheme. As the Teachers Pensions scheme is operated externally further information can be found on [www.teacherspensions.co.uk](http://www.teacherspensions.co.uk).

84. The Council's current published statement relating to pensions was agreed by the Cabinet on 12<sup>th</sup> June 2014 for implementation in 30<sup>th</sup> June 2014. The way redundancy payments are calculated was agreed by Cabinet on 26<sup>th</sup> January 2015 as part of the former Voluntary Redundancy Policy (now the Local Government Pension Scheme Discretions Policy) and is detailed below in paragraph 86.

## **EXIT (REDUNDANCY/SEVERANCE) PAYMENTS**

### **Voluntary Severance Scheme**

85. The Council's 'Local Government Pension Scheme Discretions Policy' provides details of the position on making discretionary payments on early termination of employment under Regulation 7 of the Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006. The policy also provides details of the Council's policy on increasing an employee's total pension scheme membership and on awarding additional pension under Regulation 66 of the Local Government Pension Scheme (Administration) Regulations 2008.

86. The arrangements set out in the document referred to in paragraph 77 apply to Chief Officers and all other employees of the Council irrespective of grade or status. The most relevant sections are detailed below:



- (i) **The power to pay lump sum compensation of up to 104 weeks** - the Council's policy for utilising this discretion is that the statutory redundancy table is multiplied by a factor of 1.5 subject to a maximum of 45 weeks from 3<sup>rd</sup> April 2015.
- (ii) **The power to Increase a Statutory Redundancy Payment** – the Council's policy for utilising this discretion is that redundancy payments to be based on actual week's pay up to a maximum of £571 per week ( at 6<sup>th</sup> April 2022) or actual pay whichever is the lesser. The maximum figure to be adjusted by the statutory amount for a week's pay, as announced annually by the Department of Business Innovation and Skills. The maximum redundancy payable is therefore £25,695.

87. The policy effective since 5 April 2015 was amended to take account of the decision of an Employment Appeal Tribunal (EAT) in the case of *University of Sunderland v Drossou (13 June 2017)*. The EAT ruled that employer's pension contributions should be included in the calculation of a week's pay for calculations made under the Employment Rights Act 1996 (ERA). Sections 220-229 of the ERA set out the rules regarding the 'week's pay provisions' and the way a week's pay is used, which includes the calculation of redundancy pay.

88. The EAT held that a week's pay should include remuneration 'payable by the employer under the contract of employment' and that this value should not be limited by what the employee directly receives. The rationale offered by the EAT was that employer's pension contributions formed part of the overall package of 'remuneration' offered to an employee in return for their services. The result of this is that, where appropriate, the employer's pension contributions are included in the calculation of weekly pay, subject to the £571 maximum.

### **Exit Payment Cap**

89. Previous Pay Policy Statements have referred to the potential introduction of a cap on exit payments. The Restriction of Public Sector Exit Payments Regulations 2020 came into force across the United Kingdom on 4 November 2020, however, in February 2021 the UK government issued a Treasury Direction to disapply the regulations in order for a formal revocation to take place.

90. On 8 August 2022, HM Treasury published a consultation (which concluded on 10 October 2022) on proposals to introduce a new administrative controls process for public sector exit payments over £95,000 and amend the existing process for special severance payments (payments in excess of an employee's statutory or contractual entitlements). This takes a different approach to the previous 'cap' introduced and then revoked in 2020/21.

91. This currently applies to 'Central Government' and do not apply to bodies under the devolved administrations, so at this stage it does not have implications for Local Government in Wales.

## **RE-EMPLOYMENT OF STAFF**

92. Since 1<sup>st</sup> April 2015, the Council has had a policy regarding re-employment of employees (at any level) who take voluntary redundancy from the Council which was agreed at Cabinet on 26<sup>th</sup> January 2015.
93. The Council's agreed policy is that employees requesting voluntary redundancy have to agree to the condition that given the Council's obligation to safeguard public funds, they will be precluded from returning to employment (which includes permanent, temporary, casual and agency) within the Council (including schools) for a period of 12 months from the date of their termination. Casual engagement includes contracts for services.
94. The Council does not believe that it employs any individual in a manner that seeks to avoid tax.
95. Within the Council, under the pension fund discretionary policies there is generally no abatement of pension following re-employment except under the following circumstances:
  - (i) Where a person has been awarded compensatory added years (CAY's) under the LGPS Compensation Regulations the pension may be abated. This is a requirement of the compensation regulations, but these will be historical cases as CAY's can no longer be granted.
  - (ii) Where a person has retired under tier 1 ill health provisions and is subsequently re-employed. This is because the certification for tier 1 supposes that the person is permanently unfit for all work. Other tiers of ill health or other retirements would not lead to abatement on re-employment.
96. Abatement, where it applies, would be based on non betterment that is the pension together with the pay in the new employment should not exceed the pay at the point of retirement (adjusted for pension increases). Under (i) the abatement would only apply to the pension from CAY's.

## **NON-GUARANTEED WORKING HOURS**

97. In December 2016 the Welsh Government issued principles and guidance on the appropriate use of non-guaranteed hours arrangements in the devolved public services in Wales. These principles and guidance were developed by the Public Services Staff Commission in social partnership with the Welsh Government's Partnership Council and its sector groups.
98. The Council is committed to the principles determined by Welsh Government which apply to those employees who are employed on a relief, casual or sessional basis. These employees are used in services within the Council where there is either a need to bring in an additional workforce in order to cover peaks in workload or where the workload is on a one-off basis.

## **ACCOUNTABILITY AND DECISION MAKING**

99. In accordance with the Constitution of the Council the Cabinet are responsible for decision making in terms of pay, terms and conditions and redundancy arrangements in relation to employees of the Council. The exception to this is that the Employment Conditions Committee is responsible for posts at Chief Officer level and above.
100. In accordance with the Localism Act 2011 redundancy packages above £100,000 for Chief Officers must be agreed by full Council. The redundancy package includes any redundancy payment (from 3 April 2015, statutory redundancy pay of 30 weeks plus an additional 15 weeks), contractual notice period and full cost of early release of pension (as required under Regulation 68(2) of the Local Government Pension Scheme).

## **REVIEW OF THE POLICY**

101. This Pay Policy Statement will be kept under review and developments considered in the light of external best practice and legislation. The Pay Policy Statement may also be reviewed as part of the Council's existing Scrutiny arrangements. The Council will ensure the Pay Policy Statement is updated on an annual basis in line with the requirement of the Localism Act 2011. The annual Pay Policy Statement will be submitted to Cabinet, and then full Council by March of each year.
102. In line with legislation, this Pay Policy Statement will be reviewed and updated on an annual basis for consideration and agreement by full Council, with the next Pay Policy Statement to be in place for the 2024/25 financial year.

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**Salary Scales**

SCP	Job Evaluation Scores (GLPC scheme)	FTE SALARY	MONTHLY	HOURLY (National Living Wage £9.50 from 01/04/2022)	Hourly Living Wage £9.90 from 01/04/2022
<b>GRADE 1</b>					
1	1 - 247	20258	1688.17	10.50	
<b>GRADE 2</b>					
2	248 - 286	20441	1703.42	10.60	
3		20812	1734.34	10.79	
<b>GRADE 3</b>					
3	287 - 327	20812	1734.34	10.79	
4		21189	1765.75	10.98	
5		21575	1797.92	11.18	
6		21968	1830.67	11.39	
<b>GRADE 4</b>					
6	328 - 369	21968	1830.67	11.39	
7		22369	1864.09	11.59	
8		22777	1898.09	11.81	
9		23194	1932.84	12.02	
11		24054	2004.50	12.47	
<b>GRADE 5</b>					
11	370 - 409	24054	2004.50	12.47	
12		24496	2041.34	12.70	
14		25409	2117.42	13.17	
15		25878	2156.50	13.41	
17		26845	2237.09	13.91	
19		27852	2321.00	14.44	
<b>GRADE 6</b>					
19	410 - 454	27852	2321.00	14.44	
20		28371	2364.25	14.71	
22		29439	2453.25	15.26	
23		30151	2512.59	15.63	
24		31099	2591.59	16.12	
25		32020	2668.34	16.60	
<b>GRADE 7</b>					
25	455 - 499	32020	2668.34	16.60	
26		32909	2742.42	17.06	
27		33820	2818.34	17.53	
28		34723	2893.59	18.00	
29		35411	2950.92	18.35	
30		36298	3024.84	18.81	
<b>GRADE 8</b>					
30	500 - 544	36298	3024.84	18.81	
31		37261	3105.09	19.31	
32		38296	3191.34	19.85	
33		39493	3291.09	20.47	
34		40478	3373.17	20.98	
<b>GRADE 9</b>					
34	545 - 589	40478	3373.17	20.98	
35		41496	3458.00	21.51	
36		42503	3541.92	22.03	
37		43516	3626.34	22.56	
<b>GRADE 10</b>					
37	590 +	43516	3626.34	22.56	
38		44539	3711.59	23.09	
39		45495	3791.25	23.58	
40		46549	3879.09	24.13	
Other		0	0.00	0.00	

\* SCP 10, 13, 16, 18 & 21 are not in use

SCP	FTE SALARY	MONTHLY	HOURLY
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**JNC CHIEF OFFICERS (as at 1st April 2022)**

<b>OM2</b>			
1	50474	4206.17	26.16
2	53028	4419.00	27.49
3	55251	4604.25	28.64
4	57909	4825.75	30.02
5	60571	5047.59	31.40

<b>OM1</b>			
1	61247	5103.92	31.75
2	64542	5378.50	33.45
3	67839	5653.25	35.16
4	70955	5912.92	36.78
5	74217	6184.75	38.47

<b>Chief Officer/Assistant Director</b>			
1	92245	7687.08	47.81

<b>Chief Digital Officer</b>			
1	108553	9046.08	56.27

<b>Director</b>			
1	134747	11228.92	69.84

<b>Corporate Director</b>			
1	145816	12151.33	75.58

**JNC CHIEF EXECUTIVE (as at 1st April 2022)**

<b>Chief Executive</b>			
1	190091	15840.92	98.53

**NATIONAL MINIMUM WAGE (as at 1st April 2022)**

<b>NMW - Point 1 (16 to 17 years of age)</b>			
1	9280	773.33	4.81

<b>NMW - Point 2 (18 to 20 years of age)</b>			
2	13177	1098.08	6.83

<b>NMW - Point 3 (21 to 24 years of age)</b>			
3	17711	1475.92	9.18

<b>NMW - Point 4 (25 years and above)</b>			
4	18333	1527.75	9.50

<b>Apprentice Rate</b>			
1	9280	773.33	4.81

**Teacher (Main Pay Range)**

	Daily Rate (193rds)		
2	28,866	2405.50	149.56
3	31,184	2598.67	161.58
4	33,587	2798.92	174.03
5	36,232	3019.33	187.73
6	39,873	3322.75	206.60

**Teacher (Upper Pay Range)**

	Daily Rate (193rds)		
1	41,337	3444.75	214.18
2	42,869	3572.42	222.12
3	44,450	3704.17	230.31

**Unqualified Teacher**

	Daily Rate (193rds)		
1	19,412	1617.67	100.58
2	21,669	1805.75	112.27
3	23,926	1993.83	123.97
4	26,183	2181.92	135.66
5	28,443	2370.25	147.37
6	30,700	2558.33	159.07

**Leadership Group Range**

	Min	Max
Group 1	51,000	67,851
Group 2	53,580	73,022
Group 3	57,790	78,590
Group 4	62,111	84,581
Group 5	68,529	93,284
Group 6	73,752	102,896
Group 7	79,376	113,437
Group 8	87,545	125,210

\* Scale points to be applied **only** to head teachers at the top of the school group range in the academic year 2015/16, indicating no uplift for 2016/17.

e.g

Headteacher on Grade 12-18 (moves to sp18 on Sept 2016)  
Salary Range £51,127 - £58,677 (no uplift on point 18)

Headteacher on Grade 15-21 (moves to sp18 on Sept 2016)  
Salary Range £55,049 - £63,779 (sp18 = £59,264)

**Leading Practitioner Range**

LP01 - LP05		LP02 - LP06		LP03-LP07	
1	45,303	2	46,438	3	47,597
2	46,438	3	47,597	4	48,781
3	47,597	4	48,781	5	49,996
4	48,781	5	49,996	6	51,250
5	49,996	6	51,250	7	52,631
LP04-LP08		LP05-LP09		LP06-LP10	
4	48,781	5	49,996	6	51,250
5	49,996	6	51,250	7	52,631
6	51,250	7	52,631	8	53,843
7	52,631	8	53,843	9	55,188
8	53,843	9	55,188	10	56,607
LP07-LP11		LP08-LP12		LP09-LP13	
7	52,631	8	53,843	9	55,188
8	53,843	9	55,188	10	56,607
9	55,188	10	56,607	11	58,075
10	56,607	11	58,075	12	59,414
11	58,075	12	59,414	13	60,898
LP10-LP14		LP11-LP15		LP12-LP16	
10	56,607	11	58,075	12	59,414
11	58,075	12	59,414	13	60,898
12	59,414	13	60,898	14	62,417
13	60,898	14	62,417	15	63,970
14	62,417	15	63,970	16	65,671
LP13-LP17		LP14-LP18			
13	60,898	14	62,417		
14	62,417	15	63,970		
15	63,970	16	65,671		
16	65,671	17	67,178		
17	67,178	18	68,870		

**Leadership Pay Range**

1	45,081
2	46,208
3	47,362
4	48,542
5	49,750
6	51,000
7	52,371
8	53,580
9	54,917
10	56,328
11	57,790
12	59,122
13	60,600
14	62,111
15	63,655
16	65,349
17	66,848
18*	67,851
18	68,529
19	70,230
20	71,970
21*	73,022
21	73,752
22	75,583
23	77,454
24*	78,590
24	79,376
25	81,348
26	83,361
27*	84,581
27	85,426
28	87,545
29	89,713
30	91,946
31*	93,284
31	94,218
32	96,559
33	98,957
34	101,404
35*	102,896
35	103,925
36	106,497
37	109,144
38	111,846
39*	113,437
39	114,572
40	117,430
41	120,364
42	123,379
43	125,210

**JNC YOUTH AND COMMUNITY (as at 1st September 2022)**

SCP	FTE SALARY	MONTHLY	HOURLY	Hourly Living Wage £9.90 from 01/04/2022
<b>CE2</b>				£19,100
05	27681	2306.75	14.35	
07	29603	2466.92	15.34	
09	33622	2801.83	17.43	
10	39419	3284.92	20.43	

SCP	FTE SALARY	MONTHLY	HOURLY
<b>T00 1</b>			
11	25509	2125.75	13.22
12	26576	2214.67	13.78
13	27681	2306.75	14.35
14	28825	2402.08	14.94

<b>T00 2</b>			
18	32021	2668.42	16.60
19	32820	2735.00	17.01
20	33622	2801.83	17.43
21	34522	2876.83	17.89

<b>T00 3</b>			
20	33622	2801.83	17.43
21	34522	2876.83	17.89
22	35542	2961.83	18.42
23	36536	3044.67	18.94

<b>T00 4</b>			
22	35542	2961.83	18.42
23	36536	3044.67	18.94
24	37534	3127.83	19.45
25	38540	3211.67	19.98

<b>T00 4A</b>			
24	37534	3127.83	19.45
25	38540	3211.67	19.98
26	39545	3295.42	20.50
27	40550	3379.17	21.02

<b>T00 5</b>			
27	40550	3379.17	21.02
28	41568	3464.00	21.55
29	42577	3548.08	22.07
30	43588	3632.33	22.59

SCP	FTE SALARY	MONTHLY	HOURLY
<b>T00 HRLY</b>			
05	21571	1797.58	11.18
06	21900	1825.00	11.35
07	22196	1849.67	11.50
08	22874	1906.17	11.86
09	23739	1978.25	12.30
10	24416	2034.67	12.66
11	25509	2125.75	13.22
12	26576	2214.67	13.78
13	27681	2306.75	14.35
14	28852	2404.33	14.95
15	29603	2466.92	15.34
16	30416	2534.67	15.77
17	31216	2601.33	16.18
18	32021	2668.42	16.60
19	32820	2735.00	17.01
20	33622	2801.83	17.43
21	34522	2876.83	17.89
22	35542	2961.83	18.42
23	36536	3044.67	18.94
24	37534	3127.83	19.45

**SOULBURY (as at 1st September 2021)**

SCP	FTE SALARY	MONTHLY	HOURLY
<b>EAI</b>			
01	37056	3088.00	19.21
02	38383	3198.59	19.89
03	39637	3303.09	20.54
04	40907	3408.92	21.20
05	42168	3514.00	21.86
06	43431	3619.25	22.51
07	44758	3729.84	23.20
08	46035	3836.25	23.86
09	47522	3960.17	24.63
10	48849	4070.75	25.32
11	50158	4179.84	26.00
12	51425	4285.42	26.65
13	52860	4405.00	27.40
14	54140	4511.67	28.06
15	55553	4629.42	28.79
16	56831	4735.92	29.46
17	58113	4842.75	30.12
18	59371	4947.59	30.77
19	60668	5055.67	31.45
20	61338	5111.50	31.79
21	62626	5218.84	32.46
22	63749	5312.42	33.04
23	64985	5415.42	33.68
24	66093	5507.75	34.26
25	67278	5606.50	34.87
26	68434	5702.84	35.47
27	69616	5801.34	36.08
28	70815	5901.25	36.71
29	72016	6001.34	37.33
30	73215	6101.25	37.95
31	74404	6200.34	38.57
32	75611	6300.92	39.19
33	76819	6401.59	39.82
34	78056	6504.67	40.46
35	79291	6607.59	41.10
36	80560	6713.34	41.76
37	81809	6817.42	42.40
38	83071	6922.59	43.06
39	84316	7026.34	43.70
40	85561	7130.09	44.35
41	86811	7234.25	45.00
42	88061	7338.42	45.64
43	89309	7442.42	46.29
44	90564	7547.00	46.94
45	91815	7651.25	47.59
46	93069	7755.75	48.24
47	94327	7860.59	48.89
48	95574	7964.50	49.54
49	96825	8068.75	50.19

SCP	FTE SALARY	MONTHLY	HOURLY
<b>AEP</b>			
01	30694	2557.84	15.91
02	31948	2662.34	16.56
03	33201	2766.75	17.21
04	34448	2870.67	17.86

SCP	FTE SALARY	MONTHLY	HOURLY
<b>EDPSY A</b>			
01	38865	3238.75	20.14
02	40838	3403.17	21.17
03	42811	3567.59	22.19
04	44782	3731.84	23.21
05	46755	3896.25	24.23
06	48727	4060.59	25.26
07	50584	4215.34	26.22
08	52440	4370.00	27.18
09	54179	4514.92	28.08
10	55921	4660.09	28.99
11	57544	4795.34	29.83

SCP	FTE SALARY	MONTHLY	HOURLY
<b>EDPSY B</b>			
01	48727	4060.59	25.26
02	50584	4215.34	26.22
03	52440	4370.00	27.18
04	54179	4514.92	28.08
05	55921	4660.09	28.99
06	57544	4795.34	29.83
07	58210	4850.84	30.17
08	59456	4954.67	30.82
09	60690	5057.50	31.46
10	61945	5162.09	32.11
11	63177	5264.75	32.75
12	64431	5369.25	33.40



## ALLOWANCES

### Single Status Contractual Allowances - NJC 37 Hours

Wage Type	Wage Type Text	£/Hours/Units	Comments
1015	Market Supplement £	£	Cash Amount
1020	Market Supplement %	Units	% of Annual Salary, amount auto populates
1253	Travel Allowance	£	Cash Amount. Payments will be not considered unless the additional expenditure exceeds £3.27 per week and payments should continue for a period of 1 year from the date of transfer, whichever is the shorter
1306	Protected Allowance	£	SOP Protected Allowance
1324	Dress Allowance	£	Cash Amount £21.81
1403	Secondment allowance	£	Cash Amount for External Secondment
1405	Acting Up Allowance	£	Cash Amount
1421	AMHP Payment	£	£2808 PA pro rata , amount auto populates
1510	Term Time Only Wks	Units	44 Weeks Max
1515	Term Time Leave Ent Days	Units	27 or 32 Days
1600	Contractual Overtime	Hours	SCP * 1.5
1605	Night Allowance	Hours	SCP * 1/3
1610	Shift Allowance 10%	£	10% of Annual Salary, amount auto populates
1615	Standby Duty	Units	£32.77 per session
1620	Weekend Work	Hours	SCP * 1/2
1625	SEN	£	£527.61 PA, £43.97 monthly amount auto populates
1630	First Aid Allowance	£	£198.38 PA, £16.45 monthly amount auto populates
1632	Living Wage Supplement	£	Cash amount and only payable for scp 1, 2, and 3
1650	Market Supplement - CS	£	£5000 PA pro rata, amount auto populates
1658	Market Supplement - AS	£	£1000 PA pro rata, amount auto populates

### Single Status Contractual Allowances - JNC Craft/Assoc

Wage Type	Wage Type Text	£/Hours/Units	Comments
1253	Travel Allowance	£	Cash Amount. Payments will be not considered unless the additional expenditure exceeds £3.27 per week and payments should continue for a period of 1 year from the date of transfer, whichever is the shorter
1403	Secondment allowance	£	Cash Amount for External Secondment
1405	Acting Up Allowance	£	Cash Amount
1510	Term Time Only Wks	Units	44 Weeks Max
1515	Term Time Leave Ent Days	Units	27 or 32 Days
1600	Contractual Overtime	Hours	SCP * 1.5
1605	Night Allowance	Hours	SCP * 1/3
1610	Shift Allowance 10%	£	10% of Annual Salary, amount auto populates
1615	Standby Duty	Units	£32.77 per session
1620	Weekend Work	Hours	SCP * 1/2
1630	First Aid Allowance	£	£198.38 PA, £16.45 monthly amount auto populates
1632	Living Wage Supplement	£	Cash amount and only payable for scp 1, 2, and 3
1634	Tool Allowance 1	£	£200.76 PA, £16.73 monthly amount auto populates
1636	Tool Allowance 2	£	£427.56 PA, £35.63 monthly amount auto populates

### Contractual Allowances - Chief Officers

Wage Type	Wage Type Text	£/Hours/Units	Comments
1253	Travel Allowance	£	Cash Amount. Payments will be not considered unless the additional expenditure exceeds £3.27 per week and payments should continue for a period of 1 year from the date of transfer, whichever is the shorter
1403	Secondment allowance	£	Cash Amount for External Secondment
1405	Acting Up Allowance	£	Cash Amount
1510	Term Time Only Wks	Units	44 Weeks Max
1515	Term Time Leave Ent Days	Units	27 or 32 Days
1630	First Aid Allowance	£	£198.38 PA, £16.45 monthly amount auto populates

### Contractual Allowances - JNC Youth & Comm

Wage Type	Wage Type Text	£/Hours/Units	Comments
1253	Travel Allowance	£	Cash Amount. Payments will be not considered unless the additional expenditure exceeds £3.03 per week and payments should continue for a period of 1 year from the date of transfer, whichever is the shorter
1403	Secondment allowance	£	Cash Amount for External Secondment
1405	Acting Up Allowance	£	Cash Amount
1510	Term Time Only Wks	Units	44 Weeks Max
1515	Term Time Leave Ent Days	Units	34 or 39 Days (Actual AL are 30 or 35)
1630	First Aid Allowance	£	£198.38 PA, £16.45 monthly amount auto populates

**Contractual Allowances - Soulbury**

Wage Type	Wage Type Text	£/Hours/Units	Comments
1253	Travel Allowance	£	Cash Amount. Payments will be not considered unless the additional expenditure exceeds £3.03 per week and payments should continue for a period of 1 year from the date of transfer, whichever is the shorter
1403	Secondment allowance	£	Cash Amount for External Secondment
1405	Acting Up Allowance	£	Cash Amount
1510	Term Time Only Wks	Units	44 Weeks Max
1515	Term Time Leave Ent Days	Units	29 or 34 Days (Actual AL are 25 or 30)
1630	First Aid Allowance	£	£198.38 PA, £16.45 monthly amount auto populates

**Contractual Allowances - Teachers**

Wage Type	Wage Type Text	£/Hours/Units	Comments
1313	Pay Supplement	£	Cash Amount
1360	ALN - Teacher	£	Cash Amount - please refer to the minimum and maximum for each academic year below
1375	First Aid - Teachers	£	£198.38 PA, £16.45 monthly amount auto populates
1376	TLR 1 PRO RATA	£	Cash Amount - please refer to the minimum and maximum for each academic year below.
1377	TLR 2 PRO RATA	£	Cash Amount - please refer to the minimum and maximum for each academic year below
1378	Safeguard Payment	£	Fixed term cash amount - normally ends after 3 years
1386	TLR3	£	Fixed term cash amount - requires an end date, please refer to the minimum and maximum for each academic year below
1388	Discretionary Payment HT	£	Cash
1389	Discretionary Payment HT %	Units	% of Annual Salary, amount auto populates
1651	TLR 1 Full Rate	£	Cash Amount - please refer to the minimum and maximum for each academic year below. PART TIME TEACHERS ONLY
1652	TLR 2 Full Rate	£	Cash Amount - please refer to the minimum and maximum for each academic year below. PART TIME TEACHERS ONLY
1401	R & R Allowance	£	Cash Amount

Start Date	End Date	Allowance	Annual Min	Annual Max
01/09/15	31/08/16	SEN - Teacher	£2,064	£4,075
01/09/16	31/08/17	SEN - Teacher	£2,085	£4,116
01/09/17	31/08/18	SEN - Teacher	£2,106	£4,158
01/09/18	31/08/19	SEN - Teacher	£2,149	£4,242
01/09/19	31/08/20	SEN - Teacher	£2,209	£4,359
01/09/20	31/08/21	SEN - Teacher	£2,270	£4,479
01/09/21	31/08/22	ALN - Teacher	£2,310	£4,558
01/09/22		ALN - Teacher	£2,426	£4,786
01/09/15	31/08/16	TLR 1 Pro Rata	£7,546	£12,770
01/09/16	31/08/17	TLR 1 Pro Rata	£7,622	£12,898
01/09/17	31/08/18	TLR 1 Pro Rata	£7,699	£13,027
01/09/18	31/08/19	TLR 1 Pro Rata	£7,853	£13,288
01/09/19	31/08/20	TLR 1 Pro Rata	£8,069	£13,654
01/09/20	31/08/21	TLR 1 Pro Rata	£8,291	£14,030
01/09/21	31/08/22	TLR 1 Pro Rata	£8,437	£14,276
01/09/22		TLR 1 Pro Rata	£8,859	£14,990
01/09/15	31/08/16	TLR 2 Pro Rata	£2,613	£6,386
01/09/16	31/08/17	TLR 2 Pro Rata	£2,640	£6,450
01/09/17	31/08/18	TLR 2 Pro Rata	£2,667	£6,515
01/09/18	31/08/19	TLR 2 Pro Rata	£2,721	£6,646
01/09/19	31/08/20	TLR 2 Pro Rata	£2,796	£6,829
01/09/20	31/08/21	TLR 2 Pro Rata	£2,873	£7,017
01/09/21	31/08/22	TLR 2 Pro Rata	£2,924	£7,140
01/09/22		TLR 2 Pro Rata	£3,071	£7,497
01/09/15	31/08/16	TLR 3	£517	£2,577
01/09/16	31/08/17	TLR 3	£523	£2,603
01/09/17	31/08/18	TLR 3	£529	£2,630
01/09/18	31/08/19	TLR 3	£540	£2,683
01/09/19	31/08/20	TLR 3	£555	£2,757
01/09/20	31/08/21	TLR 3	£571	£2,833
01/09/21	31/08/22	TLR 3	£581	£2,883
01/09/22		TLR 3	£611	£3,028

**HYBRID WORKING POLICY FRAMEWORK****FINANCE, MODERNISATION & PERFORMANCE  
(COUNCILLOR CHRISTOPHER WEAVER)****AGENDA ITEM: 6**

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**Reason for this Report**

1. To seek the approval from Cabinet for the Hybrid Working Policy Framework set out in the report and to delegate the detailed development of the Council's HR Hybrid Working Policy to the Head of Paid Services in consultation with the Cabinet Member for Finance, Modernisation and Performance, based on said framework.

**Background**

2. The COVID 19 pandemic saw a significant change in the ways of working. It fundamentally changed the perceptions around hybrid working, the approach of organisations and businesses and enabled many workers, who previously were unable to work in an agile and flexible way to have improved work-life balance.
3. During the height of the pandemic the Council was able to demonstrate that it was able to function effectively through fully remote working for many employees. This had a powerful impact and evidenced that staff can be effective and productive working away from the office.
4. In 2021 the Council developed a road map to progress a Hybrid Working model. This included a staff survey, service level change management exercise, focused engagement workshops, the creation of the Hybrid Working Touchdown & Collaboration Hub and the introduction of Smartway2 room and desk booking system.
5. Hybrid working can offer advantages and opportunities, but there is also a challenge for employers to ensure that the shift is a sustainable one which works in the best interests of the employee and the employer in the long-term. However, it is also recognised that for a significant number of employees within the Council, hybrid working is not achievable given the nature of their role. Some employees will continue to be required to work in a designated location, however full consideration should be given to hybrid working across the organisation, so it does not become a benefit perceived only to be available for certain obvious roles.

6. Hybrid working can mean different things to different organisations, but the overriding principles are that it can reduce reliance on buildings and estates and help to further promote a suite of digital tools to ensure that work can be managed collaboratively from a range of locations – whether that be in the office, from home or a remote working hub.
7. One clear benefit of hybrid working with a greater number of people working from home and the use of virtual meetings has been the reduction in commuting and fewer business journeys. However, there are differing views whether energy consumption associated with non-traditional ways of working is reduced or may indeed be increased.

## Issues

8. The development of the Hybrid Working model at the Council is focussed on ‘what we do’ that supports the delivery of excellent service, rather than ‘where we do it’. It is part of a co-ordinated transformation programme for the Council that links accommodation use, the impact on employees, the use of technology and the impact on customers and residents.
9. Future reports setting out the Core Office Strategy will be presented to Cabinet in the coming months. This will be key in considering how the Hybrid Model is developed and employee policy arrangements are finalised. In terms of the customer perspective, a refresh of customer care training is currently underway and whilst hybrid offers flexibility in terms of for example, a work life balance, the overriding aim continues to be the delivery of service improvement. As such, service delivery and service operating models take priority in any hybrid arrangements considered.
10. This report focusses on the employee aspects of this transformation programme, that is, from a workforce policy framework perspective.
11. In May 2021 Cabinet identified four broad categories of work style against which all roles within the Council would be assessed. Further clarity has been given to these four generic work styles that will be assigned to all employees and recorded on our HR system as follows:
  - **Fixed location:** Employees who needs to be at the same location or desk every day, including frontline workers who commence from a set non home base. This could be an office; depot; school; or frontline location.
  - **Hybrid:** Employees who will be office based but may work from home or spend time out of the office, meeting service users or partners. Hybrid workers could be in the office for one or two days a week, but not necessarily full days. These days should be flexible, depending on work requirements
  - **Home-based:** Employees who commence and end their work at their home but are mobile throughout the day.

- **Home:** Employees who perform 100% of their duties from their home but may be required to attend the office or other work location on a very ad hoc basis e.g., face to face meeting, training or team building activities
12. All staff will be identified with one of these work styles and provided with an update to their contractual terms and conditions and the style will be recorded on our HR system to provide management information to the organisation and for external requests.
13. The aims and objectives of the Hybrid Working Policy is to:
- provide guidance and good practice to enable employees to work from home or other locations effectively and safely.
  - to assist both managers and employees in implementing work styles which are not fixed locations by highlighting areas for consideration and providing practical advice and information.
  - be considered alongside the Council's other corporate strategies and policies, in particular those relating to Human Resources, ICT, Health and Safety and Information Governance.
14. The policy will provide a framework for non-fixed working styles where this is both feasible and desirable. Any arrangement for working style should be by mutual agreement between the service area and the employee but is at the discretion of the manager. It is critical that any arrangement does not impact detrimentally on the quality and continuity of service provision in all the functions and activities of the Council. The key to success is mutual understanding and trust, leading towards mutual benefit.
15. The values & principles set out in the policy will:
- Link to the values review as part of the Workforce Strategy 2023-2027
  - Balance between the needs of the customer, service and individual
  - Support the effectiveness of hybrid working for a modern employer in helping us recruit and retain diverse and talented people
  - Not compromise service delivery. If employee presence within corporate accommodation is necessary to provide effective service delivery, then they will be required to attend.
  - Identify that we won't have a single, set working pattern for everyone. The hybrid working model needs to flex by team, role and individual.
  - Ensure that no one will be forced to work from home. Staff will always have a choice to come in, if that's what works best for them.
16. There will be responsibilities for both managers and employees set out in the policy and these will include:

For manager's ensuring:

- All staff have any reasonable adjustments in place and any other appropriate assessments e.g., if staff are carers
- appropriate contact details are available for staff
- regular check ins, team communications and 1:1s
- new starters and all staff have appropriate training
- the management of productivity / outcomes remotely
- employees are supported to always ensure confidentiality of service users
- proper procedures and policies are still followed e.g., sickness when too unwell to work or ensure appropriate probationary period support / monitoring for new employees

For employees ensuring:

- they have an appropriate place to work, not just workstation but in terms of confidentiality if working with others in a room
- appropriate contact details are available for managers
- access to a reliable internet connection that means they can sustain working from home for a number of hours or a full working day
- Working time/days/hours – normal working arrangements in place unless otherwise agreed with manager
  - This includes ensuring taking regular breaks
  - Still log and complete hours on flexi system etc
- They have the arrangements in place for Information Governance considerations
- proper procedures and policies are still followed e.g., sickness

17. As part of the development of the policy, due regard will be made to the process by which employees can request a change of work style between categories whether that be individually or as part of a group and the escalation process should agreement between the employee and manager not be reached. There will also be clarity in the policy, linked for example to the restructure process, of the procedure the employer will follow if a work style needs to be changed by the employer for whatever reason.

18. The policy will also set out principles and details regarding, but not limited to, the following:

- Classification of 'home'
- Working outside of the UK
- Availability of the employee and the manager
- Financial considerations, including insurance
- Travel expenses
- Claiming of travel time
- Personal security and wellbeing
- Data Security and Information Management
- Team and performance management
- Management accountabilities

19. The Policy will also link to other strategies and policies with regards to:

- Core accommodation
  - Health and Safety
  - ICT
  - Information Governance
20. The development of the policy will include research on best practice including reviewing policies where available across Core Cities and Local Authorities in Wales as well as the private sector where available. There will also be consultation during the policy development with:
- Trade Unions
  - Employee Equality Networks
  - Policy, Review and Performance Scrutiny Committee
  - Manager groups

### **Reasons for Recommendations**

21. To seek the approval from Cabinet for the Hybrid Working Policy Framework set out in this report and to delegate the detailed development of the Council's HR Hybrid Working Policy to the Head of Paid Services in consultation with the Cabinet Member for Finance, Modernisation and Performance, based on the said framework.

### **Financial Implications**

22. In developing the Hybrid Working Policy, consideration will need to be given to the financial costs and opportunities (where applicable) arising and identify the sources of funding prior to implementation where it is identified as a net financial cost.

### **Legal Implications**

23. This report seeks approval to delegate the full development of a Hybrid Working Policy to the Head of Paid Services. Whilst this report and the report presented to Cabinet on 24 February 2022 sets out an overall framework for the Policy, the content of the Policy will require further detailed advice as it develops. In addition, the mechanism for Policy implementation will require further legal advice particularly as it is set out that the implementation will result in contractual changes to employment contracts.
24. Any variation to an employee's contract should ideally be by mutual consent and will therefore require employees to be consulted upon, and to agree, any proposed contractual variation because any perceived unilateral variation of contract constitutes a litigation risk.
25. In considering this matter, Members must have regard to the Council's public sector equality 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.

26. 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.
27. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must also be satisfied that the Council's decisions 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.
28. 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.

### **HR Implications**

29. This report recommends the development of a Hybrid Working Policy which will require full consultation with Trade Unions through the corporately agreed processes. Following its development there will be a full communication process for employees and managers to ensure that they fully understand the implications of the Policy prior to any individual decisions being made.
30. An Equality Impact Assessment of the policy will be carried out to ensure there are no adverse impacts on any specific groups.

### **Property Implications**

31. The report does not make specific recommendations relating to property. However adoption of the Hybrid Working model impacts the Council's use and requirement of operational property. This is particularly relevant in core offices, which are under review at present, and the formal implementation of hybrid working will have a significant influence on the size and type of office environment the Council requires going forward. This in turn feeds directly into the Carbon, Financial and Service objectives of the Corporate Property Strategy. Hybrid working is therefore an interdependency on future operational property planning.
32. Suitable environments are critical to deliver hybrid working and any property solutions will need to be planned and operate hand in hand with IT and HR policy and arrangements.



## RECOMMENDATION

Cabinet is recommended to:

1. approve the Hybrid Working Policy Framework set out in the report;
2. delegate the detailed development of the Council's HR Hybrid Working Policy to the Head of Paid Services in consultation with the Cabinet Member for Finance, Modernisation and Performance, based on the said framework.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Chris Lee</b> Corporate Director Resources and Section 151 Officer
	17 March 2023

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**WORKFORCE STRATEGY 2023-2027****FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR  
CHRISTOPHER WEAVER)****AGENDA ITEM: 7**

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**Reason for this Report**

1. To seek the approval from Cabinet for the Workforce Strategy for the period 2023-2027, attached as Appendix 1, in order to provide the links between business, financial and workforce planning, particularly during this period of financial challenge and organisational transformation.

**Background**

2. On 14 July 2022, the Cabinet agreed 'Stronger, Fairer, Greener' – a wide-ranging programme of "commitments for Cardiff" covering the spectrum of Council services, which includes a number of proposals that involve changing and/or improving the way in which the Council delivers services to citizens and communities.
3. Having the right people, with the right skills, in the right place, at the right time and at the right cost is critical to the Council achieving our objectives as set out in the Stronger, Fairer Greener commitments. We are committed to supporting our employees so that they want to work for us, feel that they are valued and appreciated as individuals.
4. The Council's approach to service development and innovation and our ability to deliver change has been well regarded by our citizens, communities, and partners. The traditional public service models of service delivery are being challenged in the context of financial challenges and demand and alternative ways of providing services are constantly being explored, including Hybrid working processes. This is having significant implications for our workforce and the Council is committed to support our employees and to their development to meet the ever-evolving demands of their roles. This strategy sets out the agenda to strengthen the link between business, financial and workforce planning particularly through the current period of financial challenge and organisational transformation.

## Issues

5. This strategy sets out the key priorities to create a culture that supports high performance and enables a flexible, skilled, engaged and diverse workforce. It builds on the previous workforce strategy by both taking some of the activities identified in that strategy to the next stage and identifying new activities. The Workforce Strategy has been shaped with the aims and priorities of 'Stronger, Fairer, Greener' in mind and sets out the commitment to strengthen the link between business, financial and workforce planning and development.
6. Creating purpose in a fast changing environment whilst motivating employees through change has become essential for many roles. Outperforming organisations foster leadership skills at every level of the organisation to deliver outstanding results. These leadership skills include:
  - providing a line of sight by making the Council's objectives clear at all levels, and inspiring and motivating people to deliver against those objectives;
  - being trusted by people and acting in line with the Council's values and Employee Charter at all times, including having the courage and support to challenge inconsistent behaviours; and,
  - empowering and involving people through a culture of trust and ownership in the authority where people feel empowered to make decisions and act on them.
7. Some of the emerging issues which have been identified in relation to the delivery of the 'Stronger, Fairer, Greener' include:
  - i. The need for a more diverse workforce reflecting the diversity of our communities
  - ii. The need to identify innovative mechanisms for recruiting and retaining staff in areas of national shortage
  - iii. The need for increased and relevant skills development
  - iv. The need to utilise, nurture and develop the talent we have across the organisation
  - v. The provision of support to the health and wellbeing of employees
  - vi. The need for partnership working with our trade unions will be as important as ever
  - vii. The need to remain engaged with our workforce in order to provide mechanisms that enable two-way communication channels.
8. The key priorities of the strategy include:
  - i. **Equalities and Diversity** – a recognition that significant actions need to be taken in order to ensure that the Council's workforce is more reflective of our communities and that no groups are or feel that they are not able to bring their full self to work
  - ii. **Resourcing Strategies** – we need to fully understand our future staffing needs across a variety of our services and have plans and mechanisms in place to ensure that those needs are met, so that

we become an employer of choice; attracting, developing and retaining the best talent.

- iii. **Workforce Planning** – our workforce planning needs to be taken to the next level to ensure that it fits with our business and financial planning to enable the Council to take informed decisions on how to make the organisation more agile from a process, people and technology perspective.
  - iv. **Learning and Development** – ensuring that all employees have the opportunity and appropriate access to develop their skills and ensuring all training is relevant, up to date and meets the needs of the organisation in both content and delivery mechanism
  - v. **Culture, Health, Wellbeing and Engagement** – keeping our workplace safe and healthy, and our workforce engaged and resilient. Ensuring all of our employees, wherever they are based, have access to our support services and are able to take part in the associated activities.
  - vi. **Workforce Contractual Developments** - a clear framework to help redesign our council and support good employee relations through policy and contractual changes which support a modern organisation
  - vii. **Partnerships with Trade Unions** - communicating clearly and regularly with our Trade Union partners to ensure the employee voice is heard and listened to.
9. The Workforce Strategy sets out the corporate and cross cutting actions to ensure that the Council meets future workforce needs. The implementation of this Workforce Strategy will ensure the Council can unlock the full potential of its current and future workforce.
10. There has been various consultation processes in order to develop the strategy. Feedback has been incorporated into the final document and includes Trade Union consultation and Employee Equality Network consultation

### **Reasons for Recommendations**

11. The Workforce Strategy 2023-2027 sets out a framework of priorities and commitments necessary to create a culture that supports a flexible, skilled, engaged and diverse workforce in order to support the commitments set out 'Stronger, Fairer, Greener'.

### **Financial Implications**

12. The Workforce Strategy sets out a framework of commitments and priorities that are able to be progressed primarily through existing financial resources. Where it is identified during implementation that there is a need for additional financial resources then first consideration

will need to be given to a reallocation of existing financial resources. For more longer medium term objectives any financial resource needs will need to be identified in future budget setting determinations.

### **Legal Implications**

13. The Workforce Strategy is not a contractual document and will have no contractual force.
14. In considering the matters raised by the Workforce Strategy, the Council has to satisfy its public sector equality 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. It is noted that equality and diversity are key priority areas in the Workforce Strategy. Whilst the Workforce Strategy wishes to promote an inclusive and engaging workforce that reflects the great diversity of Cardiff communities, it should be noted that positive discrimination (e.g., recruiting someone because they have a protected characteristic, if that person is less suitable for the job than another applicant), is unlawful although positive action is lawful (e.g., recruiting a candidate with a protected characteristic over another provided they are as equally qualified as the other candidate).
15. 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. It is noted that the Council continues to support the provision of opportunities to individuals who are unemployed, made redundant and not in education or training.
16. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well-being objectives (set out in the Corporate Plan). The Council's decisions should 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. It is noted that the Council has achieved Level 1 status for the Healthy Travel Charter, in recognition of its commitment to promoting sustainable and healthy modes of travel.
17. 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. It is noted that the

Workforce Strategy highlights improvements in the number of posts advertised as Welsh Essential and Desirable, and a commitment to increasing the number of Welsh speakers within the Council through the roll out of a comprehensive Welsh language training programme and developing and implementing training opportunities through the medium of Welsh.

### **HR Implications**

18. This Workforce Strategy (Appendix 1) is being recommended for agreement in order to respond to a range of challenges the Council is facing and to ensure that there is a skilled, engaged and diverse workforce in order to deliver the priorities set out in 'Stronger, Fairer, Greener'. The actions within the strategy have been developed in order to safeguard future service delivery models and to improve the contribution employees make to delivering the Council's priorities through effective management and engagement. The attached Strategy sets out how the Council will achieve the required change within the workforce in a structured, planned and fully consulted way.
19. An Equality Impact Assessment of the strategy has been completed and there are no adverse impacts on any specific groups.

### **Property Implications**

20. The report does not make specific recommendations relating to property. However the workforce strategy, workforce planning and specifically the adoption of the Hybrid Working model impacts the Council's use and requirement of operational property. This is particularly relevant in core offices, which are under review at present, and the directorate workforce requirements and formal implementation of hybrid working will have a significant influence on the size and type of office environment the Council requires going forward. This in turn feeds directly into the Carbon, Financial and Service objectives of the Corporate Property Strategy. Workforce planning and Hybrid working are key interdependencies on future operational property planning.
21. Suitable environments are critical to deliver the objectives of the workforce strategy and hybrid working.

### **RECOMMENDATION**

Cabinet is recommended to approve the Workforce Strategy 2023-2027 as attached as Appendix 1

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Chris Lee</b> Corporate Director Resources and Section 151 Officer
	17 March 2023

*The following Appendix is attached:*

**Appendix 1 Workforce Strategy 2023-27**



Cardiff Council

# Workforce Strategy 2023 - 2027

Supporting our Employees to Excel



Strategaeth  
y Gweithlu



Workforce  
Strategy



STRONGER  
FAIRER  
GREENER



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## Introduction

Having the right people, with the right skills, in the right place, at the right time and at the right cost is critical to the Council achieving our objectives as set out in [Stronger, Fairer Greener](#). We are committed to supporting our employees so that they want to work for us, feel that they are valued and appreciated as individuals.

This strategy sets out the key priorities to support high performance and enable a flexible, skilled, engaged, and diverse workforce. It builds on the previous workforce strategy with a focus on embedding current practices, as well as identifying new areas for development. It has been shaped with the aims and priorities of Stronger, Fairer, Greener as set out below.

**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, which celebrates and nurtures biodiversity, with high-quality open spaces within easy reach for rest and play, which is connected by convenient, accessible, safe sustainable transport options.

The Council's approach to service development and innovation and our ability to deliver change has been well regarded by our citizens, communities, and partners. The traditional public service models of service delivery are being challenged in the context of austerity and demand and alternative ways of providing services are constantly being explored. This is having significant implications for our workforce and the Council is committed to support our employees and their development to meet the ever-evolving demands of their roles.

This strategy sets out the agenda to strengthen the link between business, financial and workforce planning particularly through the current period of financial challenge and organisational change.

We will support our employees:

- To be able to be flexible and respond to ongoing workforce challenges
- To effectively deliver all services
- To continue to hybrid work where appropriate
- To develop themselves for the role they are in and any future career aspirations
- To actively engage with the organisation
- To shape the ideas for future service delivery
- To develop ideas and encourage innovation whilst respecting the restraints a Local Authority faces

It is important that all employees understand what is required of them, and why their role is important. As an employer, we need to understand the views and concerns of our workforce

and more importantly how our workforce can help shape and contribute towards the solutions that will help us meet our future challenges.

This Strategy sets out the actions we will need to take to ensure that the Council meets its' future workforce needs. The implementation of this Strategy will ensure the Council can unlock the full potential of its current and future workforce.

The strategy encompasses seven key priority areas that will need to be addressed:

1. **Equalities and Diversity** – striving to promote an inclusive and engaging workforce that reflects the great diversity of Cardiff communities.
2. **Resourcing Strategies** – becoming an employer of choice: attracting, developing and retaining the best talent
3. **Workforce Planning** – workforce planning enables the council to take informed decisions on how to make the organisation more agile from a process, people and technology perspective
4. **Learning and Development** – ensure that all employees have the opportunity and appropriate access to develop their skills. Ensure all training is relevant up to date and meets the changing requirements of the organisation
5. **Culture, Health, Wellbeing and Engagement** – keeping our workplace safe and healthy, and our workforce engaged and resilient. Ensuring all of our employees, wherever they are based, have access to our support services and are able to take part in the associated activities.
6. **Workforce Contractual Developments** – a clear framework to help redesign our Council and support good employee relations
7. **Partnerships with Trade Unions** – communicating clearly and regularly with our Trade Union partners to ensure the employee voice is heard and listened to.

The commitments by the current administration underpin this Workforce Strategy and will inform our direction, set by Cabinet, over the next 5 years.

## Achievements

Throughout the lifecycle of the previous strategy, we made significant progress and achieved many of the goals we had set.

We had a number of significant challenges, the greatest of these was the COVID 19 pandemic. Due to our strong political and senior management leadership providing clear direction, and the development of closer working relationships with our manager and employee networks we were able to continue to deliver our services in new and innovative ways as well supporting our employees.

### Equality and Diversity:

Our 5 Employee Equality Networks, Black, Asian and Minority Ethnic; Carers; Disability; LGBT+ and Women's, are embedded into the culture of the organisation and each network has two Senior Management Champions.

Through our work with the Networks in the area of diversity we have achieved recognitions and gained a number of awards. These include:

- Carer Confident – Accomplished
- Disability Confident – Level 2
- Stonewall Workplace Equality Index - Gold award
- Menopause Pledge
- Sunflower Scheme
- Race at Work Charter

We have continued to develop our suite of Equality training and in particular have rolled out Unconscious Bias, Sunflower, Micro Aggression, Trans Awareness and Connect 5 mental health training.

We have made significant improvements in the number of posts advertised as Welsh Essential and Desirable. We have also increased our number of Welsh speakers within the Council through the roll out of a comprehensive Welsh language training programme.

We have made significant progress in our policy development and creation of specialist guides through close working with our Employee Networks. This has enabled us to fully support the Equality and Diversity agenda and includes:

- Neurodiversity Guide
- Menopause Guide
- Deaf Awareness Guide
- Transitioning Guidance
- Dignity at Work Policy
- Home working Guide (Manager and Employee)
- Special Leave Policy
- Review and update of the Recruitment and Selection Policy

We have actively promoted the Council as an employer of choice to diverse communities across the city, through our Into Work Service, Cardiff Works, Employee Networks, social media, Career Fayres and Engagement events.

### **Workforce Planning:**

Our Workforce Planning process has been embedded in the organisation throughout the life cycle of the previous strategy.

Directorates evaluate their current workforce, ascertain their future requirements and the availability of resources, to develop action plans to bring these together and manage the gap.

Through our Workforce Planning exercise, we have been able to develop appropriate interventions to enable us to address areas of concern. This includes:

- A significant increase in the number of apprentices and trainees provided with opportunities within the Council
- Increased attendance at schools, colleges and universities to promote the Council as an employer
- Innovative work experience processes put in place in order to provide opportunities for young people to understand the work of the Council

We have developed our Fair Work Long Term Agency Policy. This was approved by Cabinet in July 2022 and has been implemented.

### **Learning and Development:**

Innovative training has been provided to support staff with entrepreneurial skills develop further project management, presentation skills as well as commercial awareness.

Specific courses were rolled out to managers to support them with employing and supporting young people, which has been invaluable to the success of onboarding a younger workforce.

There has been the development of a comprehensive suite of e-learning and virtual courses for all employees to access.

Targeted manager training has been developed and rolled out across the organisation to support our managers in the application of policies and procedures. These include:

- Attendance and Wellbeing
- Disciplinary processes
- Recruitment & Selection
- Menopause
- Neurodiversity
- Managing remote teams
- Difficult conversations and Conflict resolution

We continue to promote Welsh Government funded apprenticeship and higher apprenticeship programmes and fully funded ILM courses.

We have implemented a Work Experience e-Learning suite providing online work-related learning activities to supplement service placement activities.

Our Cardiff Manager Programme has been further developed and updated and continues to be rolled out across the organisation to our manager population and aspiring managers.

We have also developed a Cardiff Manager Pathway for existing and new managers to the organisation. This is designed to help our managers identify the necessary mandatory training they are required to undertake, as well as allowing them to find out about the additional training available to support them in their career development.

### **Engagement of Employees and Trade Unions:**

Our employee engagement programme has been significantly developed as a result of the COVID 19 pandemic. During the pandemic all Senior Manager Forum and Cardiff Manager Forum sessions were held virtually which allowed for a far greater reach

In addition, engagement events were organised across the organisation allowing employees to meet with cabinet members and our senior leadership team.

Employee Networks have delivered Council wide engagement sessions and events on a variety of subjects and topics. The Networks have also engaged with Trade Unions, Members and SMT

A number of surveys were rolled out to employees, including a major survey regarding Hybrid working.

Manager Guidance for Homeworking, Homeworking Etiquette and Managing Remotely and Hybrid Teams Training has been developed and implemented to respond to the specific needs identified.

We have continued to build relationships and partnerships with our Trade union colleagues to ensure a solid footing for employee relations.

### **Health and Wellbeing:**

We have maintained our silver award status for the Corporate Health standard during the pandemic. With a further assessment taking place where we were commended for our work in relation to all aspects of Health and Wellbeing

We have also achieved Level 1 status for the Healthy Travel Charter, in recognition of our commitment to promoting sustainable and healthy modes of travel.

Occupational Health, HR and Cardiff Academy have provided targeted sessions for Managers on a range of Wellbeing Support Services:

- Mental Health
- Suicide Awareness
- Reasonable Adjustments
- Carers Passport
- Menopause

Extensive work has been undertaken in relation to our policies and guidance including:

- Leave policy - greater flexibility for bereavement leave
- Special Leave
- Neurodiversity
- Menopause
- Carers
- Deaf Awareness

Cardiff Academy have provided additional targeted training for employees and managers around mental health, stress awareness and the softer skills required to support colleagues and employees.

The Connect 5 Mental Health training programme has been launched.

Occupational Health devised and rolled out sessions including:

- Vicarious trauma;
- Letting go and moving on;
- Grief support;
- Suicide awareness;
- supervisor support;
- relaxation techniques
- supporting staff returning to work after long term sickness

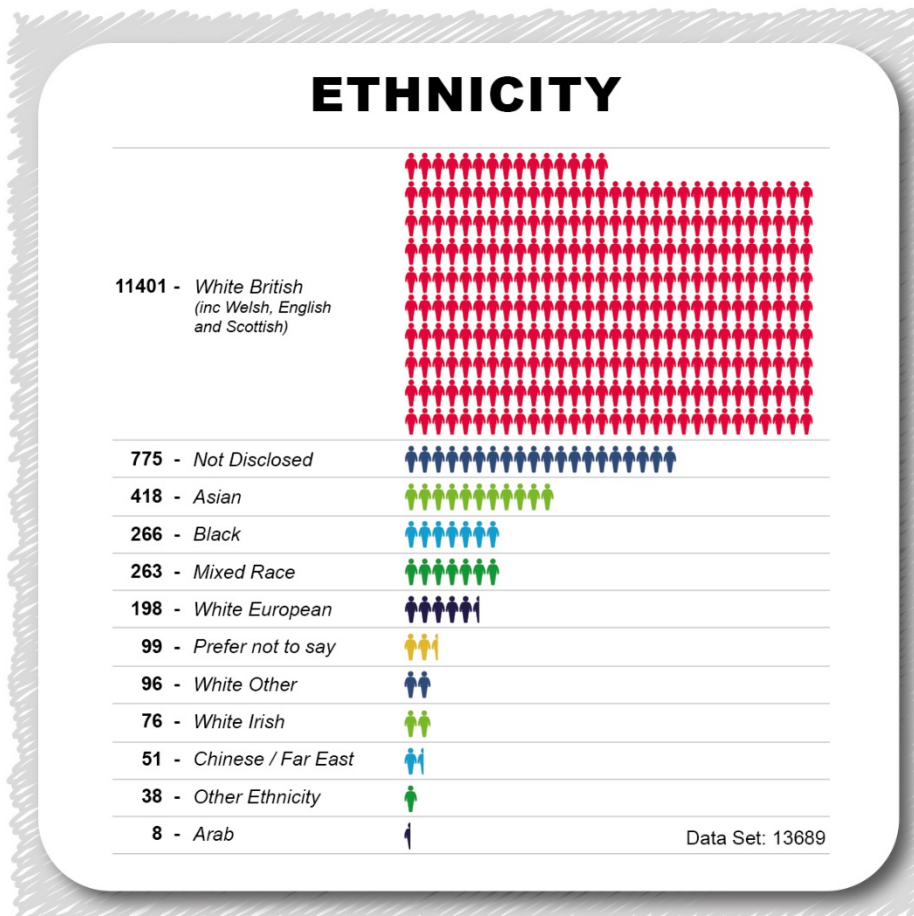
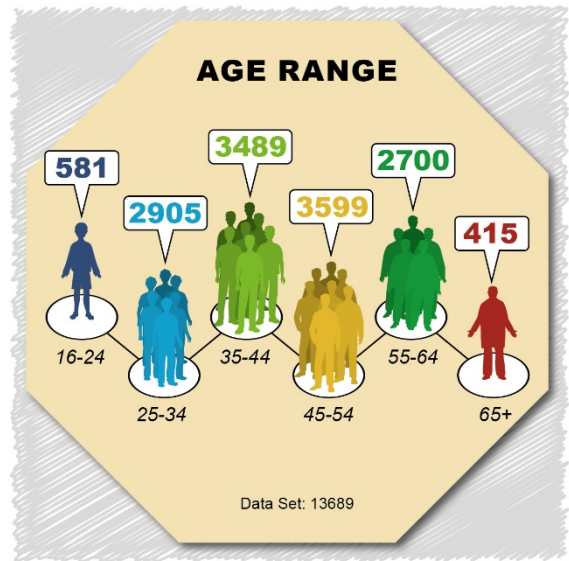
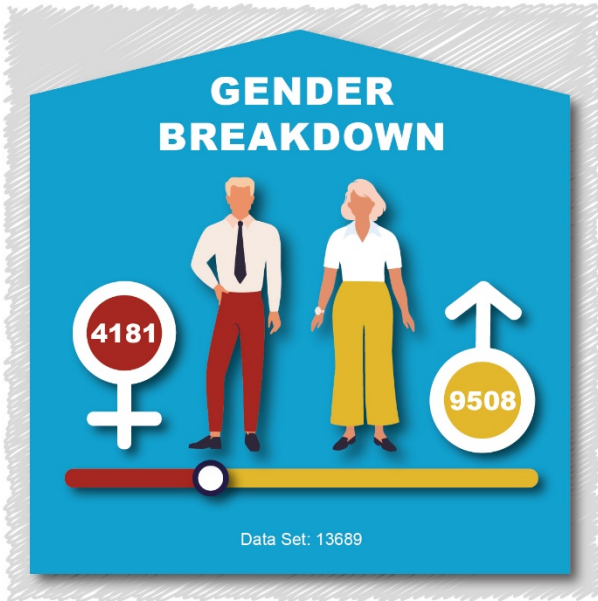
We continue to provide targeted Health and wellbeing sessions on a wide range of topical subjects which include:

- ADHD awareness
- Autism awareness
- Financial Wellbeing
- Menopause
- NHS Screening programmes
- Taking care of yourself whilst homeworking

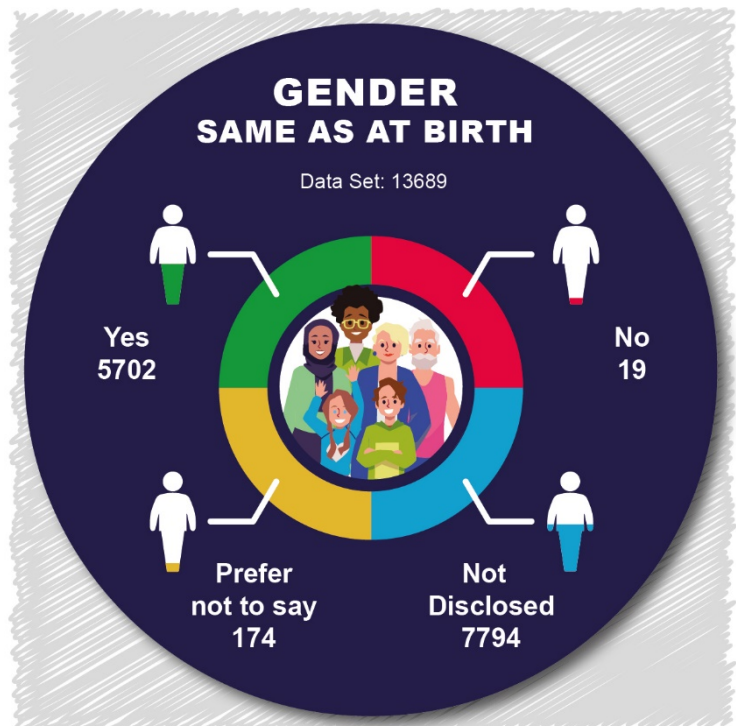
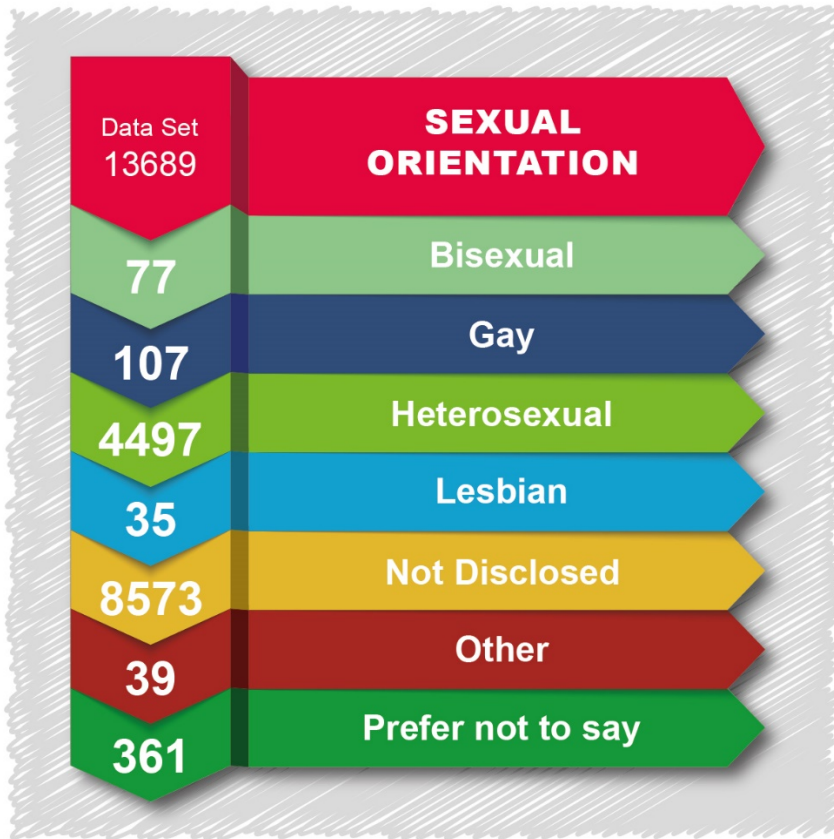




## Workforce Profile



## Workforce Profile



## 4. Strategy Themes

The strategy themes are the key priorities for the organisation in respect of our workforce. Each theme sets out the immediate actions required as well as the longer-term developments which will need to be considered over the lifetime of this strategy.

### 4.1 Equalities & Diversity

We recognise that a diverse organisation is necessary for the continuing accessibility and quality of our services. It is important that as a Council our workforce is reflective of the communities and citizens that we serve. This is an on-going challenge for the Council, and we understand that the steps we put in place now will help us to achieve this goal in the future.

The elimination of discrimination, harassment and victimisation continues to be achieved through our policies, procedures and guides and ensures that all employees are treated with dignity and respect.

Within this strategy we set out a number of key priorities that will enable us to build on the good work already underway to ensure we fulfil this objective.

#### Immediate Actions

- Complete the actions that came out of the Race Equality Taskforce which will be led by SMT and will involve working closely with our managers, employees, and our Employee Networks
- Improve the monitoring information that we hold. We will continue to promote and roll-out our Working for Cardiff App so that all employees are able to share their protected characteristics and update their personal records confidentially
- Continue the review of our Equality Suite of training on an ongoing basis to ensure it is relevant, fit for purpose and that it addresses identified skills gaps.
- Roll out autism training
- Identify different ways to deliver refresher training to employees
- Roll out of Diverse Recruitment Panels
- Continue to work closely with our Employee Networks in a variety of ways including to improve intersectionality.
- Implement a Leadership Programme that supports employees with real or perceived barriers to progression
- Implement a reverse mentoring programme

#### Further Developments

The medium-term goal is to support networks to build on existing accreditations. This includes our ambition to become a top 100 employer and the highest ranked local authority in Wales for Stonewall. We will also focus on progressing through the levels for both Carer and Disability Confident Awards.

We will continue to support our employee networks with a particular focus on intersectionality, greater engagement with front line employees, and schools.

We will continue to promote the Welsh language in order to create a bilingual organisation.

We will ensure that during the review of our policies and procedures that they are fit for purpose and support inclusivity.

We will continue to work closely with our Employee Networks to gain their input into various areas of work and future policy development.

We will also consider opportunities for strengthening the resources that support the Employee Networks.

The long-term goal is to significantly improve the diversity of our workforce so that it becomes more reflective of the local communities we serve.

We recognise that this will take time, but we are committed to realising this ambition through these and other key initiatives.

## 4.2 Resourcing Strategies

Being seen as an employer of choice so that we can attract and recruit from a diverse and talented pool of applicants, remains a key priority for the organisation.

Equality of opportunity is embedded throughout the recruitment and selection process, and we commit to sharing promotional opportunities to all employees. We have an established process in place to support managers and employees to identify and implement reasonable adjustments when required.

We are committed to equal pay for equal work, closing the gender gap and encouraging a transparent system.

The Council continues to provide opportunities for young people to apply for paid employment and also access work experience placements.

The Council has social inclusion at its core and continues to support the provision of opportunities to individuals who are unemployed, made redundant, not in education or training.

We need to recognise that the employment market is a very different place to what it was pre COVID 19 pandemic. Therefore, we need to ensure that Cardiff Council has processes in place to allow us to recruit and retain talented individuals in a competitive market.

### Immediate Actions

- Identify our harder to fill posts by working with Directorates to understand the reasons. We will then be able to develop creative ways to engage with potential applicants in order to fill these roles
- Support Directorates to create pathways into their harder to fill roles
- Work with Directorates to design and develop meaningful career paths to help prevent high turnover levels
- Strengthen and further develop links with local universities, colleges and schools and also professional bodies
- Review recruitment processes and practices and make any necessary changes as appropriate

### Further Developments

It is vital that we ensure that we continue to promote Cardiff Council as an employer of choice.

We will ensure our recruitment process is attractive and inclusive for all new applicants. This will include a review of our current behavioural competency framework and developing bespoke recruitment practices.

We will continue to work with our managers to obtain feedback, review processes and ensure they have the right skills to recruit effectively.

The long-term goal is to explore more creative ways of attracting into and retaining people in the organisation. Social media is used for citizen engagement and communication; however, we will need to consider options for using these outlets for advertising our jobs.

This will help us target specific groups and demographics

We will look to obtain meaningful feedback from applicants who have gone through the process to understand what is working well and where the process needs to be improved.

We will review our job titles, adverts, job descriptions and person specifications so that applicants can easily identify the role they wish to apply for.

We also need to have a clear understanding of why people leave the organisation and where possible look for innovative ways to ensure we retain the talent we have within the organisation.

### 4.3 Workforce Planning

Workforce Planning is a continual process used to align the needs and priorities of the organisation with those of its workforce to ensure we are able to meet our legislative, regulatory, and service delivery requirements. It is also key to the Council being able to meet its organisational objectives.

It enables the Council to take informed decisions on how to make the organisation more agile from a process, people, and technology perspective.

The Council's Workforce Planning process has been in place for a number of years. The new Statutory Performance Management Framework places an emphasis on aligning service, financial and workforce planning and within this workforce strategy there is an emphasis on achieving this objective.

#### Immediate Actions

- Embed workforce planning into the Council's planning and performance framework
- Directly link financial and business strategies with people management and development plans
- Place greater emphasis on how budget implications and other restraints are reflected in workforce plans
- Develop meaningful actions that will result in a workforce reflective of the communities we serve
- Development of data sets to help managers to manage their teams

#### Further Developments

Our goal is to ensure Cardiff Council continues to be a 'fair work' employer. We will do this by reducing further use of agency staff and transferring them to permanent contracts, where possible and in line with the Council's Fair Work (Long Term Agency Worker) Policy.

We will identify and agree a new corporate skills framework and provide training to fill any gaps for employees.

It is also vital that our managers have the competencies that are required to support our workforce and are clear and have the competencies required to undertake their corporate responsibilities, therefore we will also develop a manager competency framework and provide developmental opportunities within this.

We will also be reviewing and updating our Behavioural Competency framework to ensure all staff are aware of the behaviours expected.

We will engage with Directorates to increase the range and level of opportunities for apprentice and trainee roles ensuring placements are meaningful.

In order to ensure that we have talented individuals within pivotal roles within the organisation now and in the future, we need to ensure that we develop our succession planning processes as well as our talent management programmes in order to ensure we have the right people, with the right skills at the right time.



## 4.4 Learning & Development

Cardiff Council is always looking to improve and develop the skills of its workforce so that they meet the needs and expectations of our customers and changing requirements of the Council.

Employees need to be encouraged to use internal and external sources to develop new ideas and approaches to create a culture of innovation.

We are committed to ensuring that all our employees have the opportunity and appropriate access to develop their skills and reach their full potential. We will ensure all training is relevant up to date and meets the needs of the organisation

### Immediate Actions

- Ensure training and development opportunities are available to deliver the leadership requirements of the organisation
- Promote the Manager Learning Pathway
- Promote and enhance apprenticeship and NVQ opportunities
- Review and update our suite of equalities training
- Continue delivering Mentoring Young People training
- Develop a learning and development strategy to ensure that all our L & D interventions are appropriate and meet the needs across the organisation.
- Continue to develop and implement training opportunities through the medium of Welsh
- Continue and where appropriate enhance our Welsh language skills training.

### Further Development

The medium-term goal is around ensuring that the training provided by the Academy reflects the ongoing and changing needs of the organisation

We will be reviewing our corporate and service induction programmes

There will be a need to identify and develop training to resolve our corporate skills and manager competency gaps.

We will continue to promote the use of WG funded apprenticeship qualifications to managers and employees across the Council

In order to complete the user review process, we need to develop more creative ways for employees to provide meaningful feedback on courses they have attended via Cardiff Academy.

We will also develop ways to engage more closely with Directorates to understand the learning needs of their specific workforce. This may include the development of L&D advocates across the organisation.

Cardiff Academy will develop and enhance external commercial partnerships to provide further income opportunities.

## 4.5 Culture, Health, Wellbeing and Engagement

The Council's employees are at the heart of the organisation and are its most valuable asset.

Their wealth of experience on the job makes their views and suggestions key to informing the future of Council services.

The health and wellbeing of employees is important as it produces positive attitudes, encourages motivation and innovates thinking and is therefore an important factor in building employee engagement.

Keeping our workplace safe and healthy, and our workforce engaged and resilient, and ensuring all of our employees, wherever they are based, have access to our support services and are able to take part in the associated activities.

The Council is committed to building a culture that enables individuals to bring their whole selves to work.

### Immediate Actions

- Develop a revised employee engagement strategy and programme with a greater emphasis on Directorate delivery
- Review and update the Council's Cultural Values and Employee Charter
- Develop a programme of communications to reach all employees to include annual engagement events
- Increase participation in Health and Wellbeing initiatives
- Continue to develop and implement actions to support the physical and mental wellbeing of staff
- Roll out awareness sessions to support Welsh Government and NHS testing campaigns and screening programmes
- Continue the roll out of the Council's Employee Benefits package

### Further Development

We need to proactively increase and improve the 2-way conversation between employees and the organisation. We will do this using a variety of initiatives including, virtual, in person and making use of the available technology.

We will continue to monitor the Corporate Health Standard and identify the next steps and agree the appropriate level of accreditation.

We recognise the important role managers play in supporting their employees and we will continue to engage with our managers to ensure they have the relevant skills to do this, including managing hybrid teams, encouraging resilience and good mental health.

We will develop a programme of targeted awareness sessions on a range of health and wellbeing subjects.

Long-term we need to review a number of areas and explore our engagement and health & wellbeing provision. Part of this will involve looking at opportunities to introduce mechanisms to gather employee suggestions.

We will evaluate the addition of other products to be included in our Employee Benefits Package, with a view to creating a more comprehensive benefits offer.

We will also be developing more creative ways to reward and recognise employees, and this will include a re-evaluation of our Personal Review process.

## 4.6 Workforce Contractual Developments

The Council has a clear framework to help redesign our services and support good employee relations.

We recognise that our employees are at the heart of the organisation. It is important that we have the appropriate policies and procedures in place to support employees in their roles and enable managers to manage their teams effectively.

### Immediate Actions:

- Embed Hybrid working within the Council
- Review the Council's main employment policies to ensure they support best practice to include Resolution, Disciplinary, Attendance and Wellbeing

### Further Development:

There are a number of developments in this area, and we need to develop a process by which case work can feed into policy developments on a regular basis.

The reward strategy of the Council has been in place for a number of years during which time there has been changes both within and out-with the Council. Therefore, a fundamental review of our reward strategy is required to ensure it meets the needs of a modern employer.

We will develop a more robust policy review programme that ensures all policies are relevant, fit for purpose and support a modern organisation.

Longer term we need to create more opportunities for employees to provide feedback and explore different ways to obtain employees views on existing policies, processes, and guides. In addition, we will be engaging with the workforce and our Employee Networks to understand where we have gaps in order to develop a programme for policy reviews.

We will be looking at opportunities to create more non-traditional career paths across the organisation.

## 4.7 Partnerships with Trade Unions

There is a positive partnership relationship between the organisation and trade unions which is essential to the development of the Council and its services.

The Council recognises the importance of maintaining good relationships with our Trade Unions and is committed to work in social partnership built on principles and practices of shared commitment between the organisation and our employees.

The organisation is committed to working closely with the Trade Unions, in the development of future strategies for the delivery of services.

Communicating clearly and regularly with our Trade Union partners is key to ensuring the employee voice is heard and listened to.

### Immediate Actions

- Develop and agree a revised Recognition Agreement including facility time and disputes process
- Ensure that meeting arrangements meet the needs of both Trade Unions and the organisation
- Engage the Trade Unions to build closer working relationships with our Employee Networks

### Further Development

We need to work with our Trade Unions across the organisation to ensure we are embracing the values of Social Partnership in areas such as One Planet, Equalities etc.

We need to ensure that all new employees are made aware of the work of our trade Unions and that the trade unions themselves have a communication pathway to employees.

We will work with our Trade Unions so they understand the ongoing challenges of the organisation and how they can contribute and shape solutions to meet these demands.

Engaging with the Trade Unions to enable us to unlock the full potential of the current and future workforce is vital to the organisation.

## 5. Strategy Delivery

This Strategy sets out how the Council will meet its existing and future workforce requirements. It has been approved by Cabinet and will be led by SMT.

Directorates in conjunction with HR People Services will be required to feed into the action plans which will be reviewed on an 18-month basis.

Progress of the actions will be reviewed by SMT and will be reported on through our existing mechanisms including Policy, Review and Performance Scrutiny, as well as SMT;

Performance Assurance processes; Trade Unions and Employee Equality Networks.





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**ACCEPTANCE OF THE DELEGATION OF THE VALE OF  
GLAMORGAN COUNCIL PROCUREMENT FUNCTION****FINANCE, PERFORMANCE AND MODERNISATION  
(COUNCILLOR CHRIS WEAVER)****AGENDA ITEM: 8**

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**Reason for this Report**

1. To authorise acceptance of an Executive Delegation from Vale of Glamorgan Council to deliver their Procurement Function.

**Background**

2. In October 2022, the Council were approached by Vale of Glamorgan Council (VoGC) 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 VoGC under which the Procurement Functions would be delegated to the Council. This proposal was accepted in principle by VoGC subject to proceeding through their decision-making arrangements. The proposal is scheduled to be considered by VoGC Cabinet in February 2023 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 VoGC 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 VoGC. 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 VoGC 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 VoGC.
9. Through the proposal, VoGC 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 VoGC, and
  - An overhead charge to cover administrative costs
10. Through the proposal the Council will carry out on behalf of VoGC 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 Vale of Glamorgan Council.

### **Financial Implications**

13. Whilst there are no direct financial implications of this report to the Council, the decision-maker must be satisfied that the additional resource referenced in the report is sufficient to ensure that the agreed service can be delivered to Vale of Glamorgan Council (VoGC) without detrimental

impact on the service offered to Cardiff Council, as a result of taking on the additional work. The decision-maker must also be satisfied that all relevant risks and liabilities sit appropriately with VoGC in order to minimise any financial exposure to Cardiff Council both during, and beyond, the period of the contract as a result of the service provided.

### 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 Vale of Glamorgan 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 Vale of Glamorgan Council for which a formal agreement will be put in place to ensure that the employment relationship and liabilities remain between the employee and Vale of Glamorgan Council.
22. The trade unions in Cardiff have been consulted on the recommendations set out in this report. Likewise, Vale of Glamorgan Council have undertaken trade union consultation.

#### **Property Implications**

23. There are no specific property implications in respect of the VOGC Procurement Delegation<sup>3</sup> Report. Where there are any 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 relevant service areas.

## RECOMMENDATIONS

Cabinet is recommended to recommend that Council

1. Accept an Executive Delegation from Vale of Glamorgan 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.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Chris Lee</b> Corporate Director Resources
	17 March 2023

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**CABINET MEETING: 23 MARCH 2023**

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**DELIVERING THE HOUSING REVENUE ACCOUNT (HRA)  
BUSINESS PLAN 2023-24 AND LONGER-TERM HOUSING  
DEVELOPMENT AND NEIGHBOURHOOD REGENERATION**

**HOUSING & COMMUNITIES (COUNCILLOR LYNDA THORNE)**

**AGENDA ITEM: 9**

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*Appendix 3 to this report is exempt from publication because it contains information of the kind described in paragraphs 14 (information relating to the financial or business affairs of any particular person) and 21 (public interest test) of parts 4 and 5 of Schedule 12A to the Local Government Act 1972 and in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.*

**Reason for this Report**

1. To seek Cabinet approval for the Housing Revenue Account (HRA) Business Plan 2023-2024.
2. To note the scale and complexity of the longer term housing development and regeneration programmes identified in the 30 year HRA business plan and to seek approval for the creation of an Assistant Director post to lead the Housing Development and Neighbourhood Renewal Service in order to build capacity in the area in view of the Council's expanding agenda in this area.

**Background**

3. All Local Authorities in Wales have the responsibility to plan for the housing needs of their population in their role as a Strategic Housing Authority. However only 11 of the 22 authorities in Wales have retained their council housing stock and consequently play a role in the direct delivery of affordable, good quality homes as a social housing landlord.
4. The Council's landlord functions are managed within a ring-fenced Housing Revenue Account (HRA). The 11 stock retaining authorities in Wales are required to present an acceptable HRA Business Plan (including a 30-year financial model) to the Welsh Government each year in order that the Welsh Government can assess the progress of local authorities towards meeting and/or maintaining the Welsh Housing Quality

Standard in order to be eligible for the Major Repairs Allowance Grant which is currently £9.568m. The HRA Business Plan must conform with the requirements set out by the Welsh Government.

5. The Business Plan aims to ensure:
  - Efficient use of housing assets
  - Increased transparency of the HRA
  - Precise planning of the Council's housing management strategy
6. The main source of income to the HRA is the rent paid by tenants. The Welsh Government's five-year rent policy provides for a maximum annual uplift of CPI +1% each year from 2020/21 to 2024/25 using the level of CPI from the previous September each year.
7. In September 2022 CPI was 10.1%, well above the range allowable by the policy. Therefore, a decision regarding the rent setting was required by the Minister who set the maximum rent increase at 6.5% in line with this policy. In December 2022, following consideration of the affordability and value for money of council rents, Cabinet decided to increase rents by the full amount allowed of 6.5% for 2023/4. This results in an average weekly rent of £118.38 for standard housing stock.

## **Issues**

8. The HRA Business Plan (the Plan) can be found at Appendix 1 to this report. It sets out a number of key priorities that align clearly with the strategic commitments set out in the Council's "Stronger Fairer Greener" vision and with Welsh Government's strategic direction. These priorities are set out below and each forms a section of the plan.

### **Key Priorities**

- Building new council homes
- Delivering the Welsh Housing Quality Standard
- Maintaining our homes
- Moving towards zero carbon homes
- Improving our neighbourhoods
- Providing safe and inclusive communities
- Supporting tenants through the cost-of-living crisis
- Preventing and addressing homelessness
- Listening to our tenants
- Modernising our services and Listening to our tenants.
- Effective Financial Planning and Assurance

A summary of the key issues from the Plan are set out below.

### **Building new council homes**

9. To address significant levels of housing need in the city including overcrowding, Cardiff Council has initiated an ambitious development



programme which will deliver in excess of 4,000 new homes over the next 10 years. The award-winning programme currently represents one of the largest council housing build projects in Wales and will see over £800 million invested into delivering affordable homes at scale and pace.

10. As at January 2023, the new build programme has delivered 1,077 homes of all tenures of which 822 are council homes and 255 homes for sale. A further 540 homes are currently being built on site, and there are 2 projects with contractors appointed due to start on site in 2023 delivering a further 86 homes. Another 5 projects are due to commence on site within 2023 that will deliver a further 153 new homes.
11. The overall development programme currently includes 60 sites which have the capacity to deliver at least 3,500 new homes in total. The service is working to increase the number of sites we have, to ensure we can deliver at least 4,000 new homes of which 2,800 will be council homes and 1,200 homes for sale.
12. The Council's Housing Development and Neighbourhood Regeneration Service leads on the new build development programme, proposals for the strengthening the management of this service in the light of the significant increase in ambition in this area are set out at paragraphs 42 to 52 below.

### **Funding the new build programme**

13. New homes will deliver an income from future rents, also the programme is now supported by Welsh Government Social Housing Grant and other grant programmes. Other sources of income include planning gain and income from market sales.
14. In addition to the rental income and grant receipts, a significant amount of borrowing is still required to support the development programme. The borrowing requirements for the HRA are set out in section 11 of the Plan. Viability of the new build programme is key to ensuring the future sustainability of the plan. Each new build scheme therefore undergoes a viability assessment at various stages in the preparation process, before the development goes ahead to ensure that debt can be repaid over a set period of time. Both 5 year and 30-year HRA forecasts confirm that the new build programme is sustainable, given current assumptions (see para 37 and 38 below for further information).

### **Delivering the Welsh Housing Quality Standard**

15. Cardiff Council was the first authority in Wales to declare achievement of the Welsh Housing Quality Standard (WHQS), almost two months ahead of the Welsh Government deadline date of December 2012, and the commitment to retain these high standards remains, supported by a comprehensive ongoing programme of replacement and improvement.
16. The Welsh Housing Quality Standard is currently being reviewed by Welsh Government and a new standard is due to be introduced in 2023 following a lengthy consultation period. While not yet finalised, it is anticipated that

the updated WHQS 2023 will contain all the requirements of the original standard with additional emphasis on decarbonisation and safety within homes. Funding for the new standard has not been confirmed and this remains a key risk, as set out in the Risk Matrix at Appendix C to the Plan. Officers will continue to work with the Welsh Government to ensure that the implications of any commitments are fully understood and that all available external funding opportunities are maximised.

### **Maintaining and Improving Our Homes**

17. The Plan includes £15.85m of spend in 2023/4 to improve existing council homes, this includes £3.1m on energy efficiency schemes for low rise blocks and £2.5m on replacement kitchens and bathrooms. The work planned includes the continuation of fire safety works, including the installation of sprinkler systems and the replacement of cladding on council high rise blocks. Much of this expenditure is offset by the Major Repairs Allowance and other grant funding.
18. Our Responsive Repairs Unit carry out repairs to council homes. The pandemic placed severe pressure on the service, when operatives could not gain access to properties, creating a backlog of over 5,000 jobs. This backlog has now been cleared, and outstanding works are now at the same level as prior to the pandemic. The service is currently undergoing transformational changes to improve the experience for tenants. Maintenance Persons now complete minor jobs, allowing skilled tradespeople more time to carry out the more complex work and ensure a more rapid response to tenants. Our new Repairs Academy is helping to strengthen the workforce while providing training opportunities for our communities.
19. The Housing Service has always had a strong focus on addressing damp and mould issues in housing stock, with regular monitoring in place. However, following a review, areas for improvement have been identified. A range of initiatives have already been put in place and future plans include a dedicated team to tackle damp and mould, responding more quickly and in a more co-ordinated manner when issues are reported.

### **Moving towards zero carbon homes**

20. The Service is responding to the **'One Planet Cardiff'** strategy by improving the energy efficiency of existing homes, developing high quality sustainable new homes and piloting new ways of working, including the use of electric vehicles.
21. The improvement programme of works in existing council homes, including external wall insulation and renewable energy generation, will reduce carbon emissions while addressing fuel poverty. This work also stimulates new areas for upskilling the workforce, while the aesthetic improvement of the properties also contributes to the regeneration of local areas.
22. The Council's housing development programme is supporting the **Net Zero Carbon** ambition by utilising on-site renewable technologies and sustainable forms of construction such as Passivhaus or enhanced

building fabric. This approach helps to reduce the carbon impact of the development programme and significantly reduce heating and power bills for tenants. A number of Cardiff's projects are leading the way in low-carbon building and creating sustainable communities.

23. While good progress is being made, achieving the goal of decarbonisation remains a challenge, both financially and in terms of the technology currently available and this is set out in our Risk Matrix at Appendix C to the Plan.

### **Improving our neighbourhoods**

24. A rolling programme of regeneration activity delivers around two schemes per year in priority estates in the city. The work aims to make the environment safer, easier to walk around and more pleasant for people who live there. The Local Action team works with tenants and residents to improve neighbourhoods and encourage people to take pride in where they live.
25. Recladding of the 3 high-rise blocks at Lydstep flats in Llandaff North will be completed in 2023. The proposed second phase of this programme includes replacement of cladding at Nelson House and Loudoun House in Butetown. These schemes will not only improve the quality and fire safety of the buildings themselves but their improved appearance will enhance the wider neighbourhoods.
26. The transformational **Channel View regeneration project** achieved planning consent in December 2021 and work has begun on the first phase of this £85 million regeneration project. The scheme will deliver around 350 sustainable, low carbon homes for the local community and well as investing significantly in the local area and the Marl Park.

### **Providing safe and inclusive communities**

27. The housing Anti-Social Behaviour (ASB) Team works hard to eradicate anti-social behaviour within council tenancies, ensuring that our communities are as safe as possible, with the wellbeing of our residents always in mind. Not only does our ASB team provide support to victims, but they also work with perpetrators to help them change their behaviour.
28. The Community Hubs continue to expand their services. Within the hubs, tenants and residents can access council services, financial advice, homelessness advice and support with employment. The Hubs have a focus on wellbeing offering a range of activity and events for all ages. Continuing the existing focus on supporting older people to remain active and connected to their communities, our new Hubs for All project will launch in 2023, ensuring people with care needs and their carers can access sessions at a local hub. Our Community Living Schemes have also started a pilot to welcome the wider community of older tenants to events and activities in the schemes, to help prevent social isolation.
29. In partnership with the Cardiff and Vale University Health Board, the Council's Powerhouse Hub in Llanedeyrn has been extended to become

the first Wellbeing Hub in the city. The new Hub which opened in October 2022 enhances the existing advice and support services already provided by integrating a range of specialised health clinics providing a 'one stop approach' to the health and wellbeing of our citizens. Plans are underway for a further Wellbeing Hub development at the Ely Caerau Hub site.

### **Supporting tenants through the cost-of-living crisis**

30. Supporting tenants with the cost-of-living crisis is a key priority for the coming year. The Welfare Liaison team provides tenants with one-to-one help with income maximisation and budgeting. They provide a holistic money advice service and act impartially to work out affordable repayment plans for tenants to help them pay their rent and other household bills. The teamwork from hubs, hospitals, sheltered housing as well as attending council tenants' homes, helping to identify any issues at an early stage. The Welfare Liaison Team link with a range of council services to access a wide range of help and support for tenants, including the range of financial support available. The Hubs are providing Warm and Welcome Spaces to help tenants and residents through the winter.
31. The Into Work Advice service support tenants by providing free employment and digital support to individuals actively seeking work or looking to upskill in their current role. The team provide volunteering opportunities, self-employment advice and work and digital skills training.

### **Preventing & addressing homelessness**

32. The Councils Housing Service contributes fully to the aim of preventing and alleviating homelessness. A supportive approach to rent arrears is taken with a focus on preventing eviction, while the dedicated Tenant Sustainment Team support our most vulnerable tenants to help them stay in their homes, addressing issues such as hoarding. To help address the growing issue of homelessness an increase in the supply of temporary and supported accommodation is planned and 2023 will see the delivery of the next phase of the Gasworks site, providing an additional 154 units to address homelessness.
33. Lack of affordable housing remains a significant issue in the city despite ambitious new build schemes. Making best use of our existing stock will be a priority for the coming year with additional support for those who wish to exchange properties or downsize and innovative solutions for overcrowded households such as modular extensions.

### **Modernising our services and listening to our tenants**

34. The service is committed to increasing the number of housing services available via digital platforms. Live Web Chat is in the early stages of development to improve customer service and work has commenced to introduce Repairs Online. This will be the latest of a suite of housing online modules. It is acknowledged that digital services will not suit all tenants and so the service remains committed to providing face to face services through our community hubs and by telephone and also to visit tenants in their own homes as needed.

35. The Tenant Participation team make sure that the voices of tenants and leaseholders are heard in decision-making processes. The Tenant Participation team is currently undergoing a transformational review which will see more tenant led representation from a variety of groups within the community and greater use of social media and other routes to gathering tenants' views.
36. A tenant's survey was conducted during 2022/23 and 1,113 surveys were completed. Section 9 of the Business Plan sets out the key findings from the survey and how tenants views are informing the plans for the future.

### **Effective Financial Planning and Assurance**

37. A key function of the Plan is to forecast the resource requirements in the short, medium and long term and to demonstrate that the HRA remains viable over the plan period. To support this, a detailed analysis of income and expenditure for the medium term (next 5 years) has been undertaken (see section 11 and Appendix A of the Plan). A high-level review has also been undertaken over the 30-year business plan period (see appendix E). On the basis of current and future key assumptions, both the 5 year and 30-year projections within the Plan indicate that the HRA remains viable. The HRA sustains a good level of reserves and balances throughout the 30-year period. While in some years a contribution from reserves and balances is necessary to support capital investment, other years show contributions being made to replenish reserves and balances resulting in an overall improvement in the level of balances by the end of the 30 years.
38. Forecasting income and expenditure over an extended period of time requires a number of key assumptions to be made. These assumptions are set out at Appendix B to the Plan. The sensitivity analysis set out at Appendix D tests these assumptions against possible variations, showing the financial impact should these assumptions change. As stated above, the HRA has a good level of balances and earmarked reserves which can be used to help to mitigate the impact of any such unforeseen changes.
39. The key risks to the HRA are set out in the Risk Matrix at Appendix C to the Plan. The Risk Matrix clearly shows the identified areas of risk, the impact these may have and the steps that the service is taking to address them. While many of the risks can be mitigated, some remain significant after any mitigation and are largely outside the Council's control. This includes uncertainty about the annual rent uplifts going forward, which is subject to Welsh Government policy decisions. Also of concern is the challenge of decarbonisation, where there is uncertainty over future requirements and funding. The risks are reviewed and updated regularly.
40. Further detail regarding the planned HRA Capital Programme for the next 5 years is set out at Appendix 3 to this report.
41. Effective financial management and budget monitoring are essential to ensure that any issues are addressed at an early stage in the year. The various approaches to financial management and monitoring undertaken are set out within the Plan, these processes are continually updated throughout the financial year.

## **Review of the Housing Development and Regeneration Service**

42. In 2019 a new integrated Housing Development and Neighbourhood Regeneration (HD&R) service was created. The new service has ensured that there is a focus on the effective design and delivery of development and regeneration projects across the city integrating housing, hubs, health, community buildings and supported accommodation.
43. A wide range of council and partner services work collaboratively with the teams in HD&R to plan and implement accommodation options, service and community infrastructure projects and specialist facilities that enable effective integrated service provision.
44. The range and scale of the Capital programmes managed by the service has expanded significantly since the team was established.

### **i) Housing Development**

45. The Housing development programme has extended from the original 27 sites included in our Cardiff Living Partnership, to a multi-faceted programme including separately tendered major regeneration schemes (such as Channel View), package deal purchases and most recently the inception of a second partnering scheme approved by Cabinet in December 2022.
46. The increase in the scale and scope of the programme will mean that the number of new homes delivered will increase from the original target of 1,500 homes to over 4,000 by 2035 with 60 sites included across all delivery strands.
47. In financial terms the multi-award-winning programme represents investment of circa £1 billion and is the largest council led development in Wales by a considerable margin. The programme is delivering low-carbon housing, utilising modern methods of construction and enabling local employment and a wide range of additional social value for local communities. Supported housing, independent living schemes, community facilities, health services, improved environments and better connectivity are being achieved across the programme along with the key delivery of general needs homes for rent and for affordable home ownership.
48. Examples of the schemes currently being delivered include:
  - Michaelston College site which will deliver a retirement and wellbeing village with 140 independent living homes 150 homes for sale including 81 family properties, a community hub, medical centre and pharmacy, respite provision for children with disabilities, a supported housing scheme for Adults with Learning disabilities and a wide range of ancillary provision such as allotments, community gardens and a new public plaza.

- Channel View redevelopment project will see over £100 million invested into the redevelopment of the Channel view estate which includes the demolition in phases of the existing properties and over 260 new low-carbon homes built in their place for the existing community. A new community living block with café and flexible community spaces and potentially new footbridge connection between the Marl and Hamadryad Park.
- Rumney High School site (Aspen View) part of the Cardiff Living Programme which is delivering 214 new carbon-zero ready homes including 64 council homes and 150 homes for sale. The scheme includes 44 community living apartments and communal facilities for older people in Addison House and is market leading and award winning in its approach to building low-carbon homes at scale.
- Leckwith Road & Bute Street community living projects, investing around £28 million across two projects delivering 105 accessible and adaptable older person flats and community facilities to promote and enable independent living and help tackle social isolation.
- Gasworks meanwhile use – through Cardiff Living with longer term housing to be delivered through Cardiff Partnering 2. The rapid installation of 160 modular homes to help alleviate current urgent housing pressures.

### **Additional funding for housing development**

49. To ensure our development activity remains financially viable each scheme undergoes a robust assessment with both internal and external assurance. A key determinant of future delivery at this ambitious scale and pace is success in achieving appropriate grant funding. The programme is addressing and delivering against a number of key Welsh Government objectives and the team have been successful in this financial year in securing:
- Over £4.5 million in Social Housing Grant
  - £16.5 million in Welsh Government TACP funding for the meanwhile use project at the Gasworks
  - £6.8 million in HCF funding

### **ii) Neighbourhood Regeneration**

50. The regeneration service has increased its functions significantly since 2019 with work being undertaken across the Council on strategic projects and for wider teams including Children's Services, Adult's Services and the delivery of integrated schemes with Cardiff and the Vale UHB. In addition the team have recently taken on the responsibility for the strategic capital planning and delivery activity for the Cardiff and Vale Regional Partnership Board.

### **Additional Funding for Regeneration Activity**

51. Funding of over £350k per annum has been secured from Welsh Government to enable the team structure to grow to support the Regional Partnership Board activity.
52. The team are directly responsible for the design and delivery of Capital Projects in the region of £10 million per year, and in addition for facilitating and supporting a range of partnership projects with an annual value of approximately £30-40m.
53. The service also bids for external grants and capital funding streams and this year alone has secured an additional £9 million for a range of housing, health, social care and regeneration projects.

### **iii) Increasing Capacity**

54. Given the very significant increase in the scale and scope of work across the service and the significant additional income being achieved a review of staffing structures has recently been undertaken. The restructure of the team is cost neutral to the Council but, in order to enable recruitment at the appropriate level of seniority in a very competitive market, the change requires the formal creation of a new Assistant Director post for the service.
55. The restructure will enable service capacity to grow both directly and through external provision to meet the range of specialist role requirements for the successful delivery of all the strands of programmed activity.

### **Consultation**

56. This report does not relate to a local issue.
57. Consultation with tenants has taken place as part of the Tenant Survey and also during the rent setting process. How these views have been used to inform the Plan is set out at in section 9 of the Plan.
58. The draft HRA Business Plan will be presented at Communities and Adult Services Scrutiny Committee on 20<sup>th</sup> March 2023. Any comments received will be circulated at the Cabinet meeting.

### **Equality Impact Assessment**

59. An equality impact assessment has been carried out by the Council and the key findings highlight that there are no anticipated negative impacts on people with protected characteristics which will require further action.

### **Reason for Recommendations**

60. To comply with the requirement to present the HRA Business Plan to the Welsh Government and to ensure clear objectives and financial assurance for the HRA.



61. To strengthen the management of Housing Development and Neighbourhood Regeneration function by the creation of an Assistant Director post to lead the service.

### **Financial Implications**

62. The annual update of a HRA Business Plan is a requirement of application for the Major Repairs Allowance grant (MRA) from Welsh Government (WG) and is also a best practice tool used by all local authorities and RSLs to set out aspirations, determine tenant and housing need priorities and secure affordability and value for money for rent payers.
63. The Business Plan is underpinned by a 30-year financial model which sets out estimates of planned capital and revenue income and expenditure over the period. This model is intended to be used as a planning and modelling tool forming the basis of the HRA business, to safeguard the interests of current and future tenants and other service users and to demonstrate the long-term value for money and sustainability of the HRA. Any financial deficit and liabilities of the HRA are ultimately liabilities of the Council.
64. Given the length of the planning period, assumptions can only be robust in the very near term. Short, medium and longer term assumptions are based on a number of judgements and assumptions, particularly in respect of expenditure forecasts, timing of expenditure, interest rates, projected income levels and prices of goods and services. This results in a level of uncertainty and hence risk to the key variables in the model.
65. In particular, there is no certainty with regard to rent uplifts post the current WG rent policy which was introduced for 2020/21 to 2024/25 and hence limited control over the future level of income. Should tighter controls be placed on rent policy, the level of commitments in respect to capital expenditure and financing costs would have a significant impact on the service delivery of the HRA.
66. These risks and assumptions are made even more difficult given the uncertainty in respect to inflation, impact of the economic crisis and supply chain issues. Accordingly, these assumptions are extremely sensitive to change, with the business plan including a sensitivity of key variables.
67. The Business plan assumptions include:
- Rent increases in line with WG guidelines taking account of forward indicators for inflation factors (6.5% uplift for 2023/24, 5.3% for 2024/25 reflecting the OBR forecast for September 2023 and back up to 2% by 2027/28).
  - Following the end of the current rent policy term, it is assumed that the rent bands remain and that rent uplifts continue to be based on CPI +1% (where CPI is within the range of 0 to 3%) or CPI only where CPI is outside this range - this is considered a prudent approach.
  - Stock numbers as assumed using data from the planned new build programme and timings of availability for let.

- Estimated operating costs and service charge recovery levels for proposed new older persons Community Living schemes and for additional temporary and family supported accommodation.
  - Void rent loss projections are assumed at 1.75% throughout the model.
  - Bad debts are assumed to be managed at 1% over the life of the plan taking into account the potential impact of Welfare Reform and the transfer to Universal Credit but also the various rent rescue and support services available to tenants.
  - Capital financing requirements reflect the current and increasing borrowing requirement proposed in the Capital Investment Programme, interest payable of 4%, and the Council's prudent revenue provision policy.
  - Receipt of the Welsh Government Major Repairs Allowance grant at a constant level of £9.568 million per annum, whilst costs of works for business planning purposes are assumed to increase by 3.5% p.a.
  - Capital external grant funding and developer contribution assumptions where reasonable. These are usually on an annual bid process, so make longer term planning uncertain.
68. The Capital Investment Programme assumes a significant increase in additional borrowing to build new housing, investment in disabled adaptations and to support investment in the existing stock. This will result in additional revenue implications in terms of interest payments and provision of repayment for borrowing, with a significant increase in the Capital Financing Budget over the medium to long term. It is essential that the Capital Investment Programme is based on deliverability and a sound understanding and modelling of the condition of existing housing stock to ensure all future requirements are captured as part of a robust and regularly reviewed asset management and condition plan.
69. Affordability of additional borrowing is considered as part of the budget including consideration of prudential indicators.
70. Where capital investment is proposed, this must be based on informed criteria, including viability or payback assessments. This is essential to demonstrate value for money, effective use of rent payer funds and to mitigate against future risks to the affordability and viability of the HRA. There should be a robust governance process that sets out the requirements and approval of investment proposals at agreed stages, reviews costs before they are incurred and as projects progress as well as the effectiveness of delivery of targets. Value for money should be assessed against set benchmarks and to ensure investment is repaid over a prudent period having regard to future rent payers. The effectiveness of that governance should be reviewed and assessed regularly.
71. Consideration will be given to bringing forward future year's budget to allow flexibility to acquire sites and buildings at an earlier stage as part of the overall programme. This must only be after consideration of viability and affordability and relevant governance processes.
72. The Welsh Housing Quality Standards are being reviewed by WG with the new standard anticipated to be in place by April 2023 and setting out

expectations around decarbonisation of housing stock. It should be noted that there is no inclusion within the plan of the financial impact of meeting the new standards on decarbonisation, until clarity of approach and confirmation of any financial support to meet targets is available.

73. Given the significant uncertainties and risks included in the financial modelling, the Business Plan includes a risk assessment setting out a number of key variables and any changes in these are likely to necessitate a review of priorities both in terms of capital investment and for revenue budgets. A robust risk review and monitoring process should be set in place to review the HRA risk register specifically and any emerging issues that could impact on the viability of the HRA. This is to ensure that the level and quality of service provision to tenants is not affected and that the HRA continues to be viable. Where necessary, mitigating actions will need to be taken including reducing revenue costs or reviewing plans for new build affordable housing programmes and other capital expenditure aspirations.
74. The recommendation for the creation of a new post of Assistant Director, Housing Development and Regeneration is part of a proposed restructure which can be accommodated within existing HRA resources and does not result in any additional financial implications.

### **Legal Implications**

75. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. 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.
76. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.
77. The report identifies that an Equality Impact Assessment has been carried out. 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.
78. The decision maker must have due regard to the Equality Impact Assessment in making its decision.

## **HR Implications**

79. A role has been developed and evaluated at Assistant Director level. This new role will be advertised across the Council and externally as is the case with all senior manager appointments. The appointment to the post will be made by a Member Appointments Committee and will include an assessment centre.
80. The trade unions and any affected employees have been consulted on this proposal.

## **Property Implications**

81. There are no further specific property implications in respect of the HRA Business Plan 2023/24 Report. Where the council has any property transactions or valuations required to deliver any proposals, they should be managed in accordance with the Council's Asset Management process and in consultation with relevant service areas, such as Legal, as appropriate.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. approve the Housing Revenue Account (HRA) Business Plan - 2023-2024 for presentation to Welsh Government.
2. note the scale and complexity of the longer term housing development and regeneration programmes identified in the 30 year HRA business plan.
3. approve the establishment of a new Assistant Director post for Housing Development and Regeneration, and to delegate authority for the Chief Executive in consultation with the Cabinet Member for Housing and Communities to progress arrangements for recruitment to the role in accordance with established procedures for senior management appointments.

<b>SENIOR RESPONSIBLE OFFICER</b>	Sarah McGill, Corporate Director, People and Communities
	17 March 2023

*The following appendices are attached:*

- Appendix 1 - HRA Business Plan 2023-2024
- Appendix 2 - Equality Impact Assessment
- Appendix 3 – HRA 5 Year Capital Programme (not for publication)

*The following background papers have been taken into account:*

30 Year Business Plan for Welsh Housing Revenue Accounts - Financial Model

# Housing Revenue

# Account (HRA)

Business Plan 2023/24

Cardiff Council



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# Foreword

I am pleased to share with you Cardiff's Housing Revenue Account (HRA) Business Plan for 2023/24.

The pressures on housing need in the city have never been so high. There are a high number of households on our housing waiting list and record numbers accessing our homelessness services. This year with the cost-of-living crisis affecting many people across the city, it is more important than ever that we are able to provide good quality, affordable housing to those who need it most, and effective advice and support to our tenants. As Cabinet Member for Housing & Communities I am committed to addressing the challenges we face.

Although the construction market remains challenging for new development, our new build programme continues to deliver high-quality, sustainable and innovative homes across the city. We remain committed to building over 4,000 new properties including 2,800 affordable homes to tackle the housing crisis. This includes a number of Community Living Schemes for older people with adaptable, accessible, and care-ready flats to ensure older people are able to remain independent for as long as possible.

We are committed to delivering our One Planet commitments to reduce the carbon footprint of our housing stock. It has never been more important to ensure that our homes are energy efficient and warm, our external cladding programme will help to deliver real improvements and reduce fuel poverty for our tenants.

We will also continue to invest in our neighbourhoods, improving our estates through the work of our Local Action Team and through an enhanced programme of community and district centre regeneration schemes.

## **Councillor Lynda Thorne**

**Cabinet Member for Housing & Communities**



# Foreword

It has never been more important to provide support to our tenants, given the very challenging times that we are currently living through.

We will ensure that joined up advice and support is available for everyone through our Community Hub programme, including providing warm and welcome spaces for those who need them.

Our Hubs will continue to expand their services in partnership with Health, with a focus on improving health and wellbeing. We are committed to ensuring that all our tenants can access the excellent services on offer in the Hubs. Our new “Hubs for All” project will support people with care needs and their carers, to make full use of the Hubs and to stay connected to their communities.

This coming year will see the opening of our first new older persons housing scheme at Addison House in Rumney, this will be the first of our high quality developments aimed at supporting older people to stay independent in their communities.

We are committed to ensuring that our homes are safe and well maintained. A rolling programme of improvement will see £15.85 million invested in our existing homes this year. We are also redoubling our efforts to ensure that we address any issues such as damp and condensation in an effective and co-ordinated way.

## **Sarah McGill**

**Corporate Director - People and Communities**





## Introduction

The Housing Revenue Account (HRA) records income and expenditure in relation to Council Housing and is required to be 'ring-fenced' in accordance with the Local Government and Housing Act 1989. This money cannot be used for any other purpose.

The main source of income to the HRA is from tenants in the form of rents and service charges. Rental income allows the Housing Service to invest in the maintenance and improvement of existing homes and neighbourhoods, provide good tenant support services, contribute to the funding of our community Hubs and also build new homes.

Each year the HRA Business Plan is reviewed and updated. This Housing Revenue Account (HRA) Business Plan sets out our key council housing priorities and details how we will continue to develop these to support tenants across the city.

## Strategic Context

The plan is set within a wider strategic context of the overall ambitions of Cardiff Council. '**Stronger Fairer Greener**' sets out Cardiff Council's policy agenda for the next five years around the following key themes:

**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, including increasing energy efficiency and reducing carbon emissions via our Housing Energy Efficiency Retrofit programme and building new homes with climate resilience and a low-carbon footprint.

Our Business Plan fully reflects the Council's ambitions and aligns with various Welsh Government strategies and plans.



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### Key Priorities

We have identified the following key priorities for the year ahead, each is reflected in a separate section of the plan:

- Section 1 - Building new council homes
- Section 2 - Delivering the Welsh Housing Quality Standard
- Section 3 - Maintaining our homes
- Section 4 - Moving towards zero carbon homes
- Section 5 - Improving our neighbourhoods
- Section 6 - Providing safe and inclusive communities
- Section 7 - Supporting tenants through the cost-of-living crisis
- Section 8 - Preventing and addressing homelessness
- Section 9 - Listening to our tenants
- Section 10 - Modernising and improving our services for our tenants.
- Section 11 - Financial Resources and Planning

Commitments in this Business Plan are aligned with the Council's Corporate Plan and the Directorate's Delivery Plan in which key steps and performance measures for housing services are identified and reported against quarterly.



A key function of the HRA Business Plan is to plan resource and financial requirements and to demonstrate that the Housing Revenue Account remains viable into the longer term. Detailed analysis has been undertaken for the next 5 years with a high-level review also undertaken over the 30 year period with the aim of ensuring the resilience and viability of the HRA into the future.

**Section 11 provides an overview of Financial Resources and Planning and includes a summary of:**

**Anticipated Income and Expenditure**, both revenue and capital. The information in section 11 is supported by **Appendix A** which includes detail of the HRA Revenue and Capital budget forecasts for the next 5 years. Key assumptions need to be made to support these forecasts, including estimates of inflation (CPI), rent levels and rent recovery and these assumptions are set out at **Appendix B**. A longer-term view can be found at **Appendix E**, which sets out a high level projection for the HRA for the next 30 years.

Both the 5 year and 30 year projections indicate that the HRA remains viable based on the current assumptions. The Housing Revenue Account sustains a good level of balances throughout the 30-year period. While in some years a contribution from reserves and balances is necessary to support the capital investment, other years show contributions being made to replenish balances and reserves where possible resulting in an overall improvement in the level of balances by the end of the 30 years.

**There are a number of key variables and risk factors however within the HRA and these are set out below:**

**Rent Setting** – how rents are set is included in section 11 with the level for 2023/24 set at 6.5%. Rents form the largest element of income to the HRA, along with fees and charges and other income including grants such as the Major Repairs Allowance and Affordable Housing grants. It is considered that the anticipated income will allow for the obligations to tenants and lenders to be met and will support the viability of the HRA into the future, including funding the Council's ambitious new build plans and a programme of ongoing building improvements. Uncertainty remains however about future rent levels and this forms a key risk within our Risk Matrix as set out below and at **Appendix C**.

**The level of HRA borrowing** is also set out in section 11. The increase in borrowing reflects the new build programme. New homes will deliver an income from future rents and the programme is now supported by Welsh Government Social Housing Grant and other grant programmes, however a significant amount of borrowing is still required to support the plan. Therefore the viability of the new build programme is key to the future sustainability of the plan. Each new build scheme undergoes a viability assessment at various stages in

the preparation process, before the development goes ahead to ensure that debt can be repaid over a set period of time.

**How financial management and monitoring takes place** within the HRA is also set out in section 11. It is vital that regular budget monitoring takes place to ensure that any issues are addressed at an early stage in the year.

### **Risk Matrix**

Our risk matrix can be found at **Appendix C**. The risk matrix clearly shows the identified areas of risk, the impact these may have and the steps that the Council is taking to address them. While many of the risks can be mitigated, some remain significant after any mitigation and are largely outside the Council's control. This includes uncertainty about the annual rent uplifts going forward, which is subject to Welsh Government policy decisions. Also of concern is the challenge of decarbonisation, where there is uncertainty over future requirements and funding. The risks are reviewed and updated regularly.

### **Sensitivity Analysis**

Forecasting income and expenditure over an extended period of time requires a number of key assumptions to be made. These assumptions are set out at **Appendix B**. The sensitivity analysis set out at **Appendix D** tests these assumptions against possible variations shown as "revised assumptions". The Sensitivity Analysis shows the financial impact of these revised assumptions and potential mitigating actions. This analysis together with the risk matrix as set out above increase the resilience of the plan. The HRA also has a good level of balances and earmarked reserves which can help to mitigate the impact of any unforeseen changes.



## Governance

Strong governance arrangements are in place to oversee the HRA Business Plan and to ensure transparency in its delivery. The governance arrangements and oversight that is in place are shown below.

### **Housing Management and Maintenance Board**

Chair: Director Adults Housing and Communities

Detailed review of all aspects of housing management and maintenance reviewing performance, compliance and informing the business plan.

### **Housing Development and Capital Finance Delivery Board**

Joint Chairs: Corporate Director People and Communities & Corporate Director Resources

Oversees both revenue and capital expenditure and all aspects of the housing development programme.

### **Community and Adult Services Scrutiny Committee**

Scrutinises housing issues including the HRA Business Plan and any major issues prior to cabinet decision, receives regular reports on performance and carries out deep dives into aspects of housing management.

### **Cabinet**

The Council's cabinet approves the HRA Business plan and all key decisions relating to the council's housing stock, including the new build programme and reviews performance against key indicators.



# 1 - Building New Council Homes

Our innovative and award-winning development programme remains the largest council housing build programme in Wales and will deliver new homes at both scale and pace. All the homes we build achieve very high-quality energy efficiency standards to ensure homes are affordable to run for our tenants and are comfortable to live in, as well as helping the council achieve its decarbonisation objectives. A map outlining our schemes can be found on page 16.

With over 8,000 people on the social housing waiting list and private sector rents continuing to increase being beyond reach for some people, the need for affordable housing within the city is more imperative than ever.

**Our development programme is tasked with delivering a total of 4,000 new homes, of which at least 2,800 will be council properties and 1,200 will be for sale. We have a number of delivery routes including the Cardiff Living programme with our partner, Wates Residential.**

Due to a number of factors currently affecting the construction industry, we are experiencing delays in appointing contractors to build our projects and some schemes are taking longer to complete when on site. Although this is affecting the house building sector as whole, we are continuing to deliver new homes.

## How we will meet our target

### Award winning Cardiff Living

Our Cardiff Living partnership with national developer Wates Residential is proving to be a real success. The programme will see 1,500 properties built across 26 sites in Cardiff. Around 700 of the properties will become affordable council housing. This programme has delivered 566 new homes to date and a further 340 new homes are being constructed on site.

### Other Build projects

Cardiff Living alone won't build all the homes we need and therefore we are building new homes on sites outside of the partnership with Wates. Our in-house Development Team manages an additional build programme focused on building the properties in most demand including larger family homes, older person properties suitable for downsizing and supported housing schemes.

### Buying property from the market

Buying suitable homes for sale on the market, is a much quicker way to increase our stock than new build. Adopting this approach compliments our new build programmes. Our Housing Development Team and Housing Allocations Team work closely together to understand the needs of those waiting for housing and buy accordingly.

## A second partnership

The success of our partnership with Wates Residential has shown that collaborative working can be more efficient and help us speed up new development. Cardiff's Cabinet recently approved a proposal to put in place a second Housing Partnership which will be taken forward later this year.

### Our Current Progress

As at January 2023, the new build programme has delivered 1,077 homes of all tenures which includes 822 council homes and 255 homes for sale. A further 540 homes are currently being built on site, and 2 projects have contractors appointed due to start on site this spring, delivering a further 86 homes. Another 5 projects are due to commence on site within 2023 that will deliver a further 153 new homes. The overall development programme currently includes 60 sites which have the capacity to deliver at least 3,500 new homes in total.

**We are working to increase the number of sites, to ensure that the longer-term target of 4,000 new homes of which 2,800 will be council homes and 1,200 homes for sale can be achieved.**

### Our Current Schemes

#### Repeating our Success—Croft Street, Plasnewydd

Our Cardiff Living Partnership with Wates Residential has delivered 9 new council homes on Croft Street in Plasnewydd. This innovative scheme of 2 bedroom council homes was delivered using a modular system, a first of its kind in Cardiff, which has been recognised with a national award.

The modular homes were each built in two parts in a factory and delivered to site fully completed with kitchens and bathrooms already installed.

The use of modular homes on this site reduced the impact construction had on the surrounding residents and has resulted in handing over the new homes more quickly – the scheme was delivered in around half the time of a traditional project.

The modular homes are highly energy efficient with no gas and include solar panels with battery storage and a highly insulated building fabric. This means low-running costs for our tenants, helping to reduce fuel poverty.



## Eastern High – Award Winning, Net Zero Ready

Our housing development on the Rumney High School site pushes the standards for mixed tenure development.

The scheme is delivering zero carbon ready residential development at scale. Every home will be highly sustainable and energy efficient with measures including ground source heat pumps, Solar Photovoltaic panels and electric vehicle charging points for every home.

### 214 new homes are being built including:

- 149 Homes for sale
- 15 Homes for affordable rent
- 6 homes for low-cost home ownership
- 44 older persons apartments for affordable rent in a Community Living block

Work began on the site in October 2020 and the programme is estimated to be completed in Summer 2024. The development has been recognised with a national award for the best climate crisis initiative.





## Delivering New Older Persons Homes

Our Older Persons Housing Strategy set out a commitment to deliver new homes that meet older persons housing needs and aspirations, promoting independent living.

In response to this, our development programme is investing over £150 million to build 10 new older person community living schemes.

Our Community Living Schemes include adaptable, accessible, and care-ready flats. Delivering on our Older Persons Housing Strategy's aim to deliver the best housing outcomes for all older people in Cardiff, the Community Living developments include open plan living-dining, increased storage, level access showers, communal facilities, and a hub of services for older people. The developments will also remove the need for future adaptations, increasing the time that older people can continue to live independently and comfortably.

### We plan on delivering:

- 10 older person schemes
- Over 600 new apartments

Shown below are just some of the high-quality housing schemes that we are delivering for older people:

### Addison House

- 44 apartments with balconies or private patios (1 & 2 bedrooms)
- Care-ready standard
- Communal facilities
- Estimated completion – November 2023



### Maelfa

- 41 apartments with balconies or private patios (1 & 2 bedrooms)
- Roof Terrace
- Hub Services
- Estimated completion - September 2024



## Riverside / Canton Community Living

- 41 apartments with balconies or private patios (1 & 2 bedrooms)
- Care-ready standard
- Communal facilities
- New community centre & communal garden
- Estimated completion – February 2025



## Bute Street / Butetown

- 45 apartments with balconies or private patios (1 & 2 bedrooms)
- Ground floor community space
- Roof Garden
- Estimated completion – February 2025



## Channel View - Phase 1

- Replacement of an existing sheltered housing scheme
- 81 apartments (1 & 2 bedrooms)
- Estimated completion – March 2025



## St Mellons

- 60 apartments with balconies or private patios (1 & 2 bedrooms)
- Care-ready standard
- Communal facilities & communal garden
- Estimated completion – November 2025



## Michaelston College, Ely - Wellbeing Village

The proposed development of a 'Wellbeing Village' on the former Michaelston College site in Ely will be the first of its kind for the city.

The project is a collaboration between Cardiff Council and Cardiff & Vale University Health Board. It is a multi-functional space that will contribute to the regeneration of Cardiff, bringing health and housing together.

**As well as delivering over 100 new older person apartments, the wellbeing village will include:**

- GP building
- Pharmacy
- Community Centre & Council Hub
- Children's Respite centre
- Supported living scheme for people with learning disabilities

The village will improve access to a range of services with the hope of decreasing the demand for urgent care by providing services closer to home within the community.



# Housing Development - New Build Sites



- Accommodation Type**
- Council Affordable Housing
  - Mixed Tenure
  - Temporary Accommodation
  - Older Persons Community Living

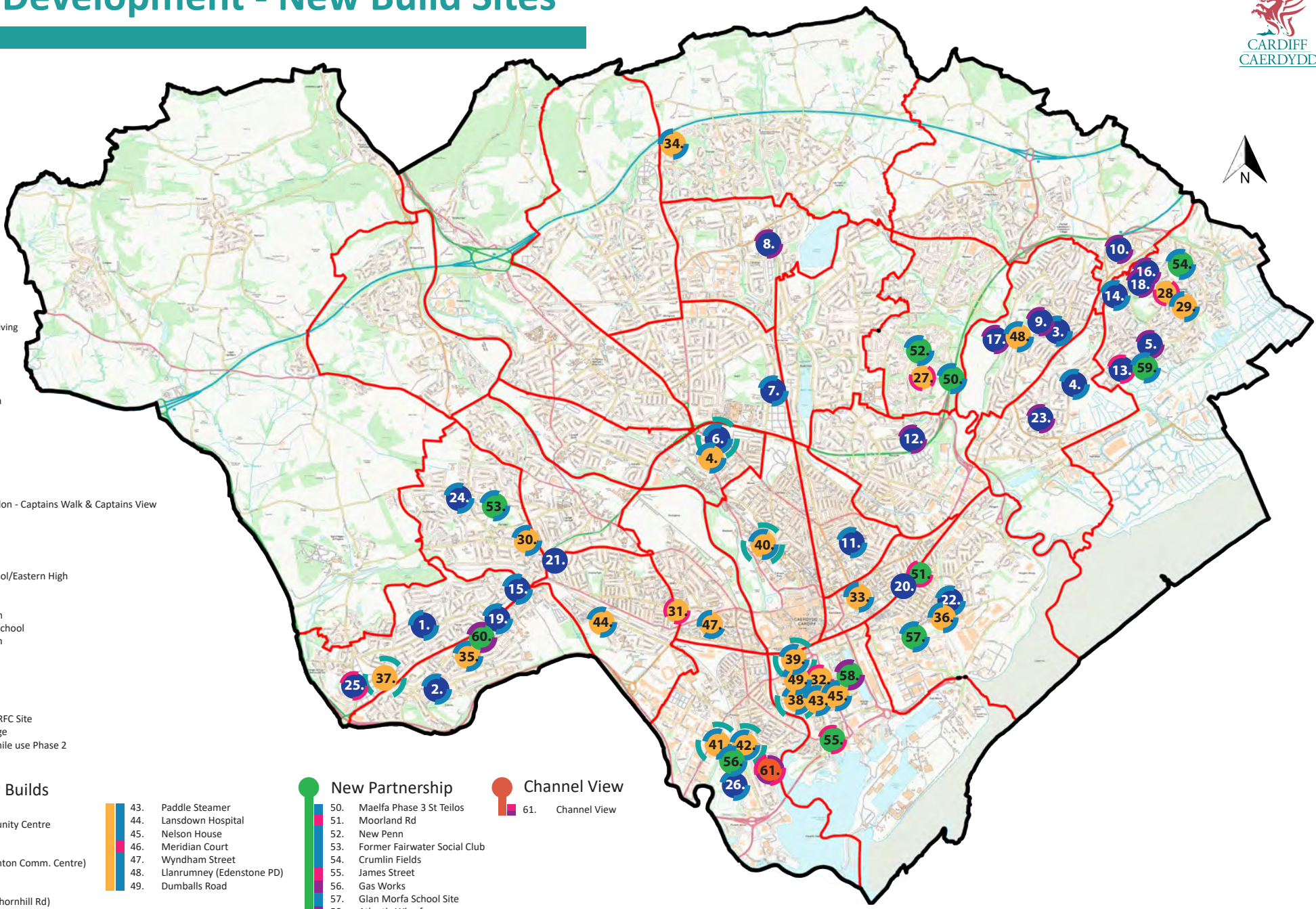
- Cardiff Living**
- PHASE 1**
1. Snowden & Wilson
  2. Ty Newydd
  3. Llanrumney Depot
  4. Llandudno Road
  5. Willowbrook West
  6. Briardene (TA)
  7. Highfields
  8. Walker House
  9. Braunton & Clevedon - Captains Walk & Captains View
  10. Ty To Maen
- PHASE 2 & 3**
11. Croft Street
  12. Howardian Centre
  13. Rumney High School/Eastern High
  14. Brookfield Drive
  15. Cherrydale Road
  16. Willowbrook North
  17. Llanrumney High School
  18. Willowbrook South
  19. Ely Housing Office
  20. Citadel YP Hostel
  21. Waungron Road
  22. Star Centre
  23. Cae Glas
  24. Former Fairwater RFC Site
  25. Michaelston College
  26. Gasworks Meanwhile use Phase 2

- Additional New Builds**
27. Maelfa Phase 2 ILU
  28. St. Mellons Community Centre
  29. Wakehurst Place
  30. Iorwerth Jones
  31. Leckwith Road (Canton Comm. Centre)
  32. Bute street
  33. Meteor Street
  34. John Kane Court (Thornhill Rd)
  35. Caldicot Road
  36. Courtenay Road
  37. Green Farm Containers
  38. Bute Street Containers
  39. Hayes Place
  40. Column Road
  41. Gasworks (temp use)
  42. Gasworks bungalows

43. Paddle Steamer
44. Lansdown Hospital
45. Nelson House
46. Meridian Court
47. Wyndham Street
48. Llanrumney (Edenstone PD)
49. Dumballs Road

- New Partnership**
50. Maelfa Phase 3 St Teilos
  51. Moorland Rd
  52. New Penn
  53. Former Fairwater Social Club
  54. Crumlin Fields
  55. James Street
  56. Gas Works
  57. Glan Morfa School Site
  58. Atlantic Wharf
  59. Area 11, St Mellons
  60. Narbeth Road

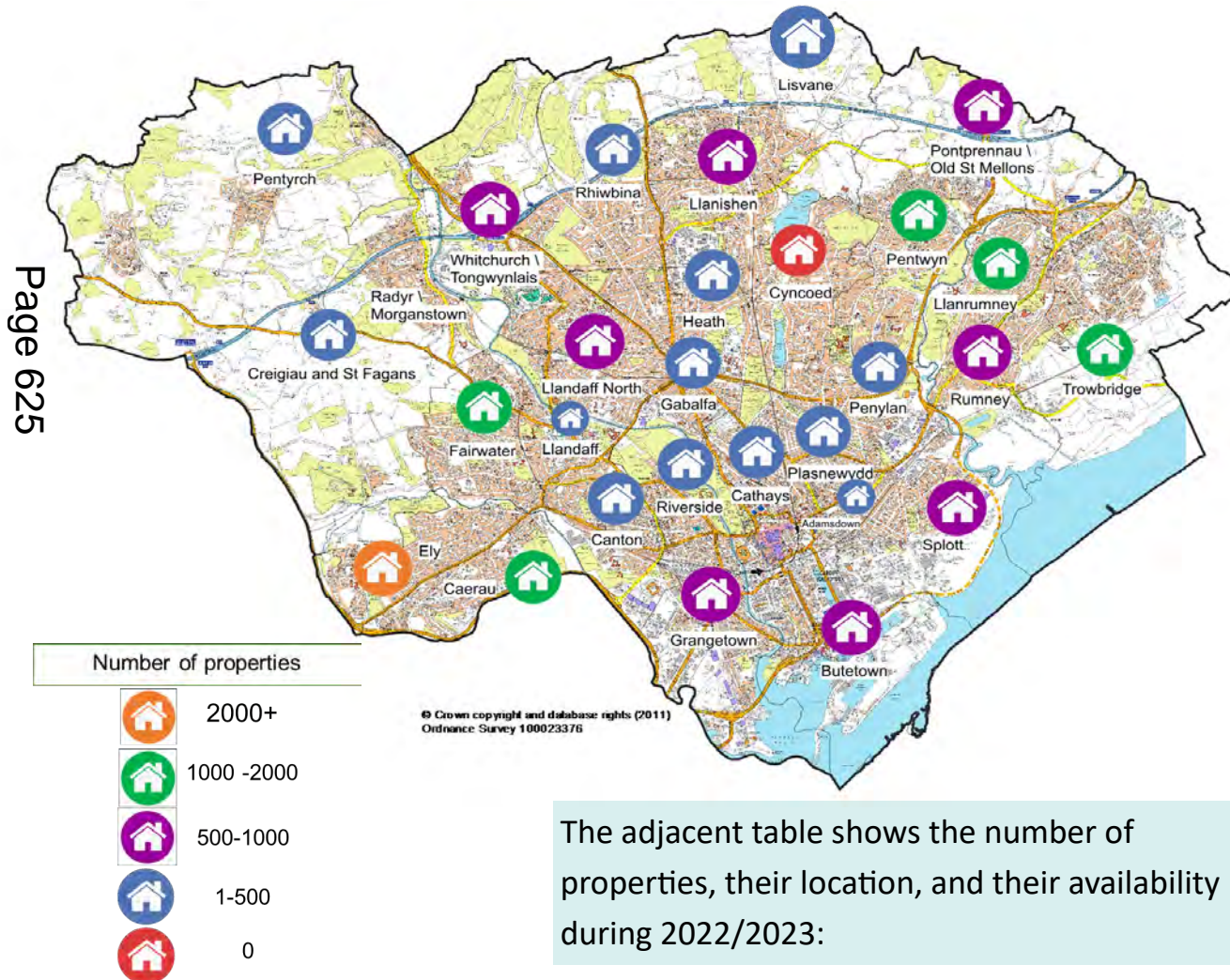
- Channel View**
61. Channel View



# Our Housing Profile

## Number of Properties and Availability During 2022-2023

In January 2023, our stock figure was 13,895 homes.



The adjacent table shows the number of properties, their location, and their availability during 2022/2023:

Ward	Number of properties	Properties becoming Void 2022/2023
Adamsdown	138	8
Butetown	623	37
Caerau	1,031	62
Canton	169	7
Cathays	65	4
Creigiau and St. Fagans	11	0
Cyncoed	0	0
Ely	2,571	116
Fairwater	1,138	84
Gabalfa	193	2
Grangetown	554	28
Heath	116	3
Lisvane	8	2
Llandaff	1	0
Llandaff North	657	24
Llanishen	625	32
Llanrumney	1,355	66
Pentwyn	1,159	53
Pentyrch	105	8
Penylan	2	1
Plasnewydd	141	11
Pontprennau and Old St. Mellons	28	0
Radyr and Morganstown	21	2
Rhiwbina	20	3
Riverside	317	14
Rumney	512	19
Sploot	717	47
Trowbridge	1,103	51
Whitchurch and Tongwynlais	515	34
<b>Grand Total</b>	<b>13,895</b>	<b>718</b>

# Our Housing Profile

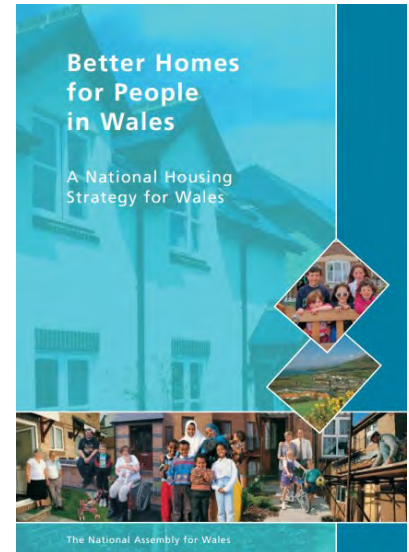
The following graphic shows details of our current 13,895 properties, the period of construction and the property type.

Total Stock 2023: 13,895	1900-1944 (3133)	1945-1964 (4978)	1965-1989 (5266)	1990 - Date (518)
Detached (21)				
Semi Detached (3414)				
Terraced (4626)				
Flats and Maisonettes (5834)				



## 2 - Delivering the Welsh Housing Quality Standard

The Welsh Housing Quality Standard (WHQS) arose from the National Housing Strategy for Wales report 'Better Homes for People in Wales'. The Standard was developed by the Welsh Government to provide a common target standard for the condition of all housing in Wales.



The WHQS states that all households should have the opportunity to live in good quality homes that are:



**In a good state of repair**



**Safe and Secure**



**Adequately heated, fuel efficient and well**



**Well managed**



**Contain up-to-date kitchens and bathrooms**



**Located in attractive and safe environments**



**As far as possible suit the specific requirements of the household (e.g. specific disabilities)**

Cardiff was the first council in Wales to achieve full 100% WHQS accreditation. In 2018 the Council engaged with an independent surveying consultants to carry out WHQS audit checks. Of the 626 homes surveyed, 98.7% of properties inspected were found to be compliant.

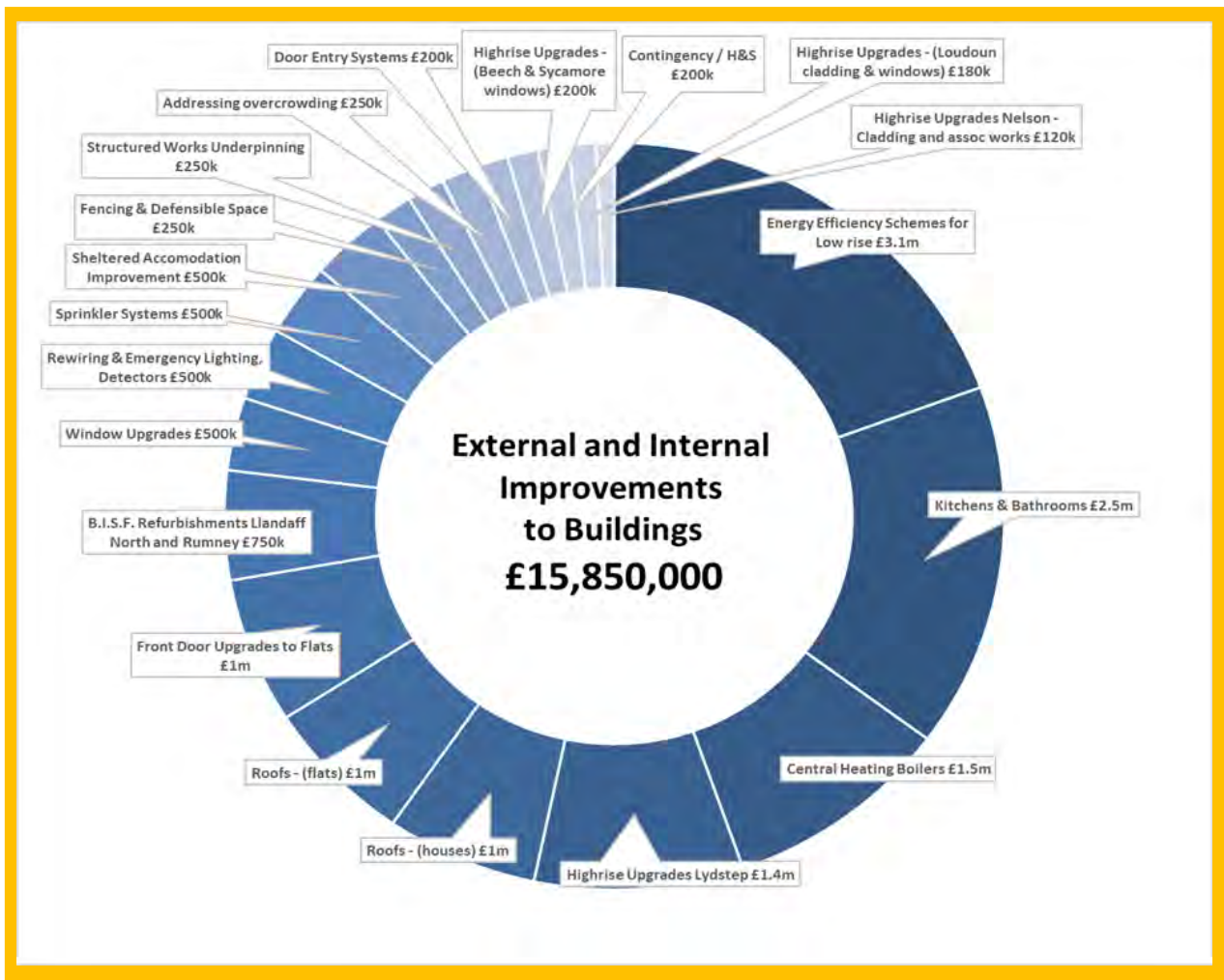
The Welsh Housing Quality Standard is currently being reviewed by Welsh Government and a new version of the standard is due to be introduced in 2023. The updated "2023" standard is expected to contain all the requirements above, but with more emphasis on decarbonisation and safety within homes.

# 3 - Maintaining our Homes

## Planned Maintenance

It is essential that we maintain our homes to a high standard. Our stock condition database provides details of the improvements required to be carried out to each property or blocks of flats/maisonettes. This provides accurate forecasts and allows for the programmed works to be planned, costed, and procured accordingly.

### Planned Improvements 2023/24



Our 30 Year Plan incorporates the expected life cycles of property elements and uses this to predict when improvements such as roof upgrades will be needed. This allows us to plan our budgetary commitments into the longer term.

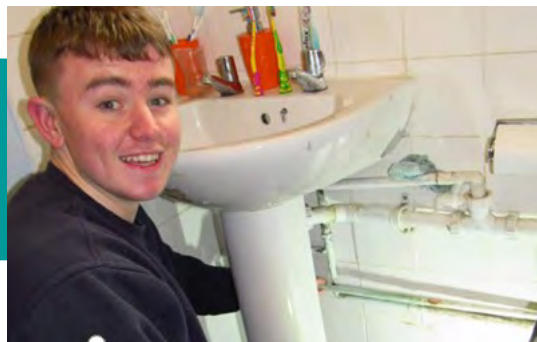
Due to the large amount of work completed on properties during the process of becoming WHQS compliant, a large number of property elements will become due for renewal in a short space of time. To ease the impact on budget and improve efficiency of renewal, the 30 year plan goes through a smoothing process to ensure less peaks in both cost and volume of work required.



# Responsive Repair Service

Our Responsive Repairs Service carry out repairs to council owned housing stock. The pandemic placed severe pressure on the service as operatives could not enter tenants' properties for long periods of time during the lockdowns. This created a backlog of over 5,000 jobs. We have now cleared this backlog and our outstanding works are now at the same level as prior to the pandemic

The Responsive Repairs Service is currently undergoing transformational changes to improve the experience for tenants. Maintenance Persons now complete minor jobs in our properties, allowing our skilled tradespeople more time to carry out the more complex work and ensure a more rapid response to tenants.



## Repairs Academy

Our new Repairs Academy has been launched for apprentices and trainees. It provides the opportunity for people to learn new skills within the Responsive Repairs Unit. This ensures that there is a rich pool of qualified operatives who can step into trade jobs when they become vacant, helping to maintain an excellent standard of service. The Academy works closely with our Into Work team and our Onsite Construction Academy to ensure a pipeline of new candidates who are from within our communities.



## Award Winning Apprentice

Hamza joined the Housing team as an apprentice within the Responsive Repairs Unit three years ago. He has been working hard and training as a Domestic Plumbing and Heating engineer. He has worked alongside our qualified operatives and managers gaining practical skills while also studying his gas qualification with Cardiff and Vale College (CAVC.) Hamza has gained a vast amount of knowledge and experience over the last three years and has progressed to a high standard. He has proved this with his knowledge for the trade and his ability to work on his own and alongside his mentor.

The Cardiff and Vale College (CAVC) Apprenticeship Awards celebrates the success of standout apprentices that have studied there over the academic year.

Not only is Hamza now a fully qualified Domestic Plumbing and Heating engineer he has also won the prestigious title of "Apprentice of the Year" from CAVC.

Hamza was thrilled with his award "I didn't expect to get an award for being apprentice of the year, but I was extremely happy to find that the work I put in daily for the Council and during my studies was acknowledged. I hope I can continue to follow through with my consistent performance for as long as I am working with the Council and improve along the way."



## Addressing Damp & Mould Issues

We have always had a strong focus on addressing damp and mould issues in our housing stock with regular monitoring in place. However, there is always room for improvement and following a review we have identified changes that can be made to improve our response to this important issue.

More resources have been re-directed to carry out inspections where damp and mould is reported, wherever possible appropriate remedial works are completed at the initial visit. At this, and any subsequent visits, our tenants are provided with information and advice on how to reduce mould and condensation in their homes. There are plans in place to provide more information and support including preventative advice, which is fully accessible through a range of channels, including leaflets, short videos, and information in community languages.

To resolve more severe damp and condensation cases, a pilot has recently been carried out which involves insulating the properties internally. This has proved successful, however, as this work is intrusive it can only be carried out when a property is empty.

While our properties generally have a higher Energy Performance Certificate (EPC) level than any other tenure of housing in Cardiff, some of our properties do fall short of the expected standard. Where this is the case these are reviewed to ensure that, where possible, additional insulation is provided. This helps to ensure cold spots are prevented which can also contribute to condensation and other issues.



Our repairs staff have been informed that they should consider if the tenant they are visiting is suffering fuel poverty. Leaflets can be issued to tenants to inform them of where and how they can receive support with this.

Additional work is planned for this coming year to improve the co-ordination of complaints about damp and mould and to create dedicated resources to improve and speed up our response. This includes a new dedicated in-house damp and mould repairs team. This new, additional team will be led by a qualified manager concentrating solely on damp and mould issues in tenants homes. The team will also consist of additional tradespeople and a coordinator. This will provide a case management approach and will identify where any larger works may be required. The creation of this new team will also ensure inspections and any required repairs are carried out quickly.

## 4 - Moving Towards Zero Carbon Homes

In 2019, Cardiff Council declared a Climate Emergency. This means we, as an organisation, recognise the challenges associated with tackling climate change and are prepared to play our part. Alongside other cities around the world, we are committed to taking the action needed to prevent climate change becoming much worse.



### **Our One Planet Cardiff Strategy sets out the Council's ambition to be Carbon Neutral by 2030.**

As part of delivering this agenda, we aim to produce sustainable new development. However, how we manage and use our existing buildings is also one of the biggest areas of impact that can be practically addressed to tackle climate change. Creating bespoke building renovation roadmaps to tackle the decarbonisation of our properties will be crucial in delivering the Council's ambition to be Carbon Neutral. We are continuing to improve our properties through established measures such as external wall insulation but are also embracing new and emerging technologies that will help us on this journey.

### **Decarbonisation of our Existing Homes**

Under-insulated housing is a major source of fuel poverty, poor air quality and energy wastage throughout the city. Our improvement programme of works in existing council stock includes fabric energy efficiency measures, ensuring our homes are warmer for our tenants. We are also providing renewable energy generation which reduces carbon emissions and energy consumption – all of which helps our planet.

These improvement works on existing council properties not only makes them more energy efficient and comfortable but also stimulates new areas for the upskilling of our workforce and creates local employment. The aesthetic improvement of the properties also contributes to the regeneration of the local area.

Cardiff has been fortunate in achieving grant funding to offset costs of current cladding schemes, however uncertainty remains about future funding availability to address carbon reduction.



## Progress to date

Since 2013, we have installed over 10,200 energy efficiency measures in homes across Cardiff, reducing energy demand by improving building standards. These measures include:

- 1,200+ External Wall Insulation.
- 9,000+ Internal insulation (i.e. loft and cavity insulation) and boiler upgrades.
- “A” rated, energy efficient boilers have already been fitted to 99.8% of all council properties and in the future we will start to use alternative energy heating such as ground or air source heat pumps.

## Future Plans

Plans for the future are to accelerate external wall insulation and solar panels installations in order to decarbonise our homes and further reduce fuel poverty. Schemes currently planned or underway include:

- External over cladding and insulation of high-rise flats
- Installation of external wall insulation on low rise blocks on a phased approach
- Installation of external wall insulation to the remaining British Iron & Steel Federation (BISF) houses in two city locations
- Window replacement
- Roof replacement
- Boiler replacements (as required)

## Decarbonising our Vehicle Fleet

An electric vehicle pilot is to commence shortly in our responsive repairs service, this involves installing charging points at the operatives’ own homes as our workforce is fully mobile. The findings from this pilot will be used to inform the roll out of more electric vehicles across the service.

## The Cost of Decarbonisation

Uncertainty over the cost of decarbonisation and the funding available to deliver this has been identified as a significant risk in our Risk Matrix at **Appendix C**. There is a need to plan and invest strategically in order to meet both Welsh Government objectives and to deliver improved energy costs for tenants. This will require considerable investment both in planning and delivery of improvements. Meeting the cost of decarbonisation without additional funding would impact on other programmes of work, reduce borrowing capacity and therefore reduce funds available for new build. To date Cardiff has been very successful in securing grant funding to support decarbonisation and insulation projects, however far more funding will be needed to deliver a more comprehensive approach to Zero Carbon.

## 5 - Improving our Neighbourhoods

**We are committed to making housing estates safe, clean and welcoming places to live.**

A rolling programme of regeneration activity delivers around two schemes per year in priority estates in the city. The work aims to make the environment safer, easier to walk around and more pleasant for people who live there. Improvements include upgrading the rear courtyards of flats to make them private and secure for residents, new drying facilities, new bin stores and new pedestrian pathways throughout the area.



Schemes at Roundwood, Llanedeyrn and Arnold Avenue, Llanrumney have recently been completed and schemes at Lincoln Court and Pennsylvania are nearing completion.



In addition to this regeneration activity, consultations are carried out with our tenants and residents to identify what really matters to them, so that work can be planned to address these issues.

Trowbridge Green is the next estate to benefit from improvements and consultation with residents for a new scheme in Penmark Green / Caerwent Road in Ely will start in Spring 2023.

## Major Regeneration Works Continue in 2023

One of the biggest refurbishment schemes is on target to be completed in 2023. The removal of cladding from 3 of our high-rise blocks at Lydstep Flats and upgrading of windows, balconies and external insulation encased in an energy efficient mixed brick design will re-energise the area as well as bringing much needed energy savings for residents.

Work has also begun on the first phase of the Channel View regeneration project. The scheme will deliver around 350 sustainable, low carbon homes for the local community and well as investing significantly in the local area and the Marl Park.



## Local Action Team

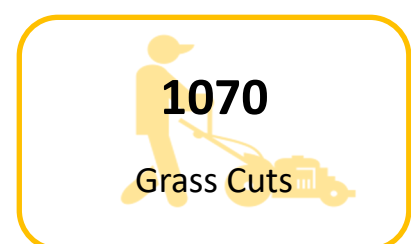
Our Local Action Team works with tenants and residents to improve neighbourhoods and encourage them to take pride in where they live.

The team assist tenants in a number of different areas from removing rubbish and waste from their gardens to cutting back and removing overgrowth.

An Estate Coordinator works directly within the community to manage and monitor the hot-spots for fly tipping and also works in partnership with other services and residents to address issues within these areas, develop solutions, and take any enforcement action required.



**Between April 2022 and January 2023, the Local Action Team have completed:**



A garden before and after the help of the Local Action Team:



# 6 - Providing Safe & Inclusive Communities

## Addressing Anti-Social Behaviour

Our dedicated Anti-Social Behaviour (ASB) Team work hard to eradicate anti-social behaviour in our council homes, ensuring that our communities are as safe as possible, with the wellbeing of our residents always in mind.

Our ASB Team use a victim led approach in dealing with anti-social behaviour, focusing on what really matters to tenants.

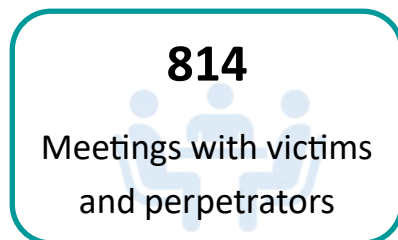
However, not only does our ASB team provide support to victims, but it also works with perpetrators to help them change their behaviour. We recognise that some of our tenants are vulnerable and need support to maintain their tenancies and avoid ASB.

### ASB Action April 2022 – December 2022

**100%** of urgent cases tenants were contacted within 24 hours. (Target 95%).

**100%** of non-urgent cases tenants were contacted within 7 working days. (Target 95%).

Between **April 2022 and December 2022**, the team have also been involved with:



## Community Hubs

Our Community Hubs continue to expand their services with the focus on improving the health and wellbeing of the citizens of Cardiff. Within the hubs, tenants can access a wide range of services, financial advice, homelessness and rehousing advice and support with employment, most hubs also have library services available and a wide range of social activities and ways to keep fit.



### Hub Footfall

April 2022—January 2023



**1,384,998** visitors



## New Wellbeing Hub

Our new Wellbeing Hub in Llanedeyrn in conjunction with Cardiff and Vale University Health Board opened to the public in October 2022. The first of its kind in the city, the new Hub enhances the existing advice and support services already provided by integrating a range a specialised health clinics providing a 'one stop approach' to the health and wellbeing of our citizens.

**Further plans for a Wellbeing Hub in Ely / Caerau are currently being developed.**



## Hubs for All

Our new Hubs for All project will ensure that our Community Hubs meet the requirements of people with higher level care and support needs.

The aim of the project is to remove all barriers for individuals requiring extra care and support and help them stay connected to their communities through a range of different services and activities within our Hubs.

All of our Hubs are accessible, with some already fitted with specialist toilets and changing facilities. All of our signage is suitable for the visually impaired and interior decoration colour schemes create Dementia friendly environments.

The project will have a dedicated focus on wellbeing, with a new Care & Wellbeing Team formed with specialist knowledge to inform a range of activities to ensure they are accessible to people with higher care and support needs.



## Proud Coffee Morning

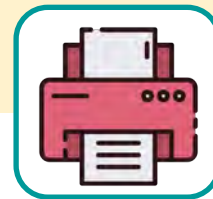
Cardiff Central Library Hub hosted its first LGBTQ+ Coffee morning in partnership with Pride Cymru in November 2022. The morning was a great success with attendees enjoying a warm, friendly, safe environment.

This event is now a permanent addition to the events programme and will take place on the first Monday of every month. The café will be a space where people can find further support, if needed, with their physical and mental health & wellbeing as well as practical support from council services and partners.



## Making our services easier to use

We are continuing to develop new and exciting digital services within our Community Hubs programme. Our latest addition is Wi-fi printing, which is now available in all our Community Hubs and Libraries. Customers can now print directly from their smartphones or devices, saving the need to log on to a public computer to request printing.



## Older Persons Community Living

Cardiff Council operates 10 Community Living Schemes for older people across the city. Over the last few years, a refurbishment programme has taken place to ensure that the schemes provide flexible, accessible and sustainable homes that meet the current and future needs of older people.

There are plans in place to open up the Community Living Schemes to all older people who live in the vicinity. A range of events and activities will be on offer within the schemes, providing older people with the opportunity to live independently in their own homes but as part of a wider community. Lifestyle, wellbeing, and care services will be available to support people's independence and aspirations.

This approach is currently being piloted at Clos Y Nant Community Living Scheme in Fairwater, and Brentwood Court, Llanishen. A number of events have already taken place including tea and toast, intergenerational work with a local school choir and RISE, an adapted seating session consisting of a different sports, LIFT (low impact functional training) and Tai Chi, music, or quizzes and a range of dementia focussed activities. The benefits of these sessions include increased social interaction, improved mobility, and mental stimulation. It also provides older people with a warm welcoming lounge to sit and chat. It is hoped to roll these events out to more Community Living Schemes in the future.

Work is also underway in collaboration with Adult Services to identify the best use for our future older persons housing developments to support older people to stay at home for longer, including possible housing with care in some of the larger new schemes.



## 7 - Supporting Tenants through the Cost-of-Living Crisis

**We are committed to assisting our tenants who are affected by the cost-of-living crisis and supporting those who are struggling financially through these difficult times.**

To target the issues, a Cost of Living taskforce has been created with council departments and external organisations including Citizens Advice, Cardiff Third Sector C3SC, Department of Work and Pensions, Welsh Government, Cardiff Foodbank and Registered Social Landlords, working together to support our residents, sharing best practice, and raising awareness of all support on offer.

### Welfare Liaison Team

To support our tenants, our dedicated Welfare Liaison Team provides one-to-one help with income maximisation and budgeting advice. They provide a holistic Money Advice Service and act impartially to help tenants who may be experiencing difficulty in paying their rent and work out affordable repayment plans.

**Between April 2022 and January 2023:**

**2,731**

Tenants have been  
Supported

**£2,263,835**

Total Benefits have  
been Gained

**£1,582,108**

Potential savings for  
tenants identified

The team actively engages with tenant offering them advice on the services available and providing practical assistance to help alleviate their situation.

Our Welfare Liaison Team does not work in isolation, it is part of a network of council services offering help with the cost-of-living crisis.



## Case Study

Mr A's daughter contacted the Welfare Liaison Team (WLT) as her 87-year-old father was in rent arrears, struggling to pay his bills and live independently. Mr A was showing early signs of dementia and his daughter wanted to discuss income maximisation and what help was available with rent and utility payments.

The WLT visited Mr A in his home to offer their assistance and during the visit they were able to assist in a number of ways including:

- Completing an Attendance Allowance application form
- Contacting Independent Living Services (ILS) for property adaptations to allow Mr A to continue to live independently in his own home
- Contacting the Tenancy Sustainment Team to help Mr A address the hoarding that had begun at his property
- Contacting the Council Tax Section and the Housing Finance Team to suspend recovery on the arrears until he received support with his finances
- Contacting Mr A's GP to arrange an appointment for his ill health.

As a result of the visit, Mr A's Attendance Allowance was awarded and backdated, this made him £92.40 better off each week. Being awarded Attendance Allowance makes clients eligible for other benefits and grants so Mr A's income increased by a further £73.65 a week.

Adaptions such as handrails on the bed with a stool and sofa foot raisers have been made by ILS to Mr A's home and work is currently ongoing to install a walk-in shower. A GP referral has also been made for a Dementia Assessment.

To address the arrears, an affordable rent agreement has been put in place and a Council Tax exemption has been applied meaning he does not have to pay, alleviating Mr A of his financial struggles.

Mr A is able to continue to live independently and more comfortably thanks to the Welfare Liaison Team.



## Other Support Available

There are numerous other support schemes available to the citizens of Cardiff and information about all the schemes is brought together on the Cardiff Money Advice Service website: [www.cardiffmoneyadvice.co.uk](http://www.cardiffmoneyadvice.co.uk).

### Food and Fuel Champions

Food and Fuel Champions provide practical advice across Community Hubs. They have helped **1,411** people since August 2022 and have attended multiple community events to publicise the service.

Money advisors support customers with income maximisation, benefit checks and budgeting support, providing advice for long term solutions rather than quick fixes to help address poverty.



### Winter Fuel Scheme

September 2022 saw the launch of the Welsh Government Winter Fuel Scheme, which supports eligible people with a one-off payment to help with fuel costs. As at February 2023, over **41,000** applications have been received, with **31,728** applications approved and paid by the benefits team.



### Providing Warm & Welcome Spaces

The warm welcome spaces are part of our response to supporting city residents through the cost-of-living crisis by providing heated spaces in community buildings aimed at keeping people warm throughout the winter months. People can have a free hot drink, have a chat with staff, and find out about services available in the hub that could support them.



Since its launch in October 2022, **7,004** people have used the warm spaces.

Alongside delivering our own warm & welcome spaces, two new funds have been created for groups which want to deliver their own warm spaces or improve their services.



### The Into Work Advice Service

The Into Work Advice service provides free employment and digital support to individuals actively seeking work or looking to upskill in their current role. The team provide volunteering opportunities, self-employment advice and work and digital skills training to all citizens of Cardiff.

Alongside the support and training provided, the Into Work Advice service team hold city wide job fairs, giving job seekers an opportunity to engage with employers and discuss local employment opportunities.



### Youth Employment Support

**In addition to mainstream employability support, the Into Work Youth Team provides specialist support for young people with additional or more complex barriers to employment, education or training.**

This specialist support is provided by our wrap-around projects: Bright Futures and MILES, and our Community Based Butetown Youth Development Project.

Bright Futures receives referrals from Children's Services and Youth Services to help care experienced young people aged 16-24 access employment, education and training opportunities and receive general wellbeing support as they transition into adulthood.

### Onsite Construction Academy

The Onsite Construction Academy was developed in response to the growing construction skills shortage across the country. The three-year training, work experience and employment scheme is funded by the Construction Industry Training Board (CITB) and delivered by our Into Work Advice Service in partnership with Wates' Residential.

After completing the training, the Onsite Construction Academy can connect trainees with employers to offer employment and apprenticeship opportunities alongside referring successful candidates into our Repairs Academy and also contributing to our new build programme.



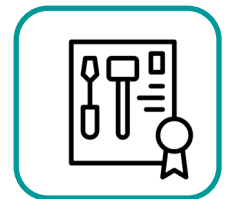
## Case Study

Whilst living in Ty Greenfarm Family Hostel with his partner and two daughters, M was referred to the “Mentors in Independent Living & Employability” (MILES) Adult Project, that helps those living in supported accommodation into work.

M is a qualified carpenter and needed support with finding employment. His Construction Skills Certification Scheme (CSCS) card had expired, and he was struggling to find work and provide for his family. He was referred to the Onsite Construction Academy.

Through the Onsite Construction Academy, M completed his CSCS and Level 1 Health and Safety accreditation. M was successful in gaining a role in the Councils Maintenance Team. He was eager to start as soon as possible but there were a number of barriers preventing him for doing so. The Into Work’s Barrier Fund scheme was able to provide funds to cover the cost of a bus pass, PPE and an enhanced DBS check, allowing M to start in the role.

M has made huge progress in his role and made a profound impression on his senior and colleagues alike and has become a well-informed, respected member of the team. Alongside full-time employment, M is now living in permanent Cardiff Council housing with his family and is very comfortable in this new home.





# 8 - Preventing and Addressing Homelessness

The Council's Housing Support Programme Strategy (2022 - 2026) sets out a vision for addressing homelessness in the city. The aim is for homelessness to be prevented wherever possible, and where it is not possible for homelessness to be rare, brief, and not repeated.

Prior to the pandemic, proposals were developed to improve services, to maximise prevention, ensure effective assessment of need and to deliver the right accommodation pathways. When the Covid pandemic arrived, there was an opportunity to accelerate the implementation of these changes.

Following the pandemic, Cardiff Council agreed there would be "no going back" and set out a new way forward for homelessness and support services. Our council housing service contribute significantly to preventing homelessness and meeting the "no going back" commitment.



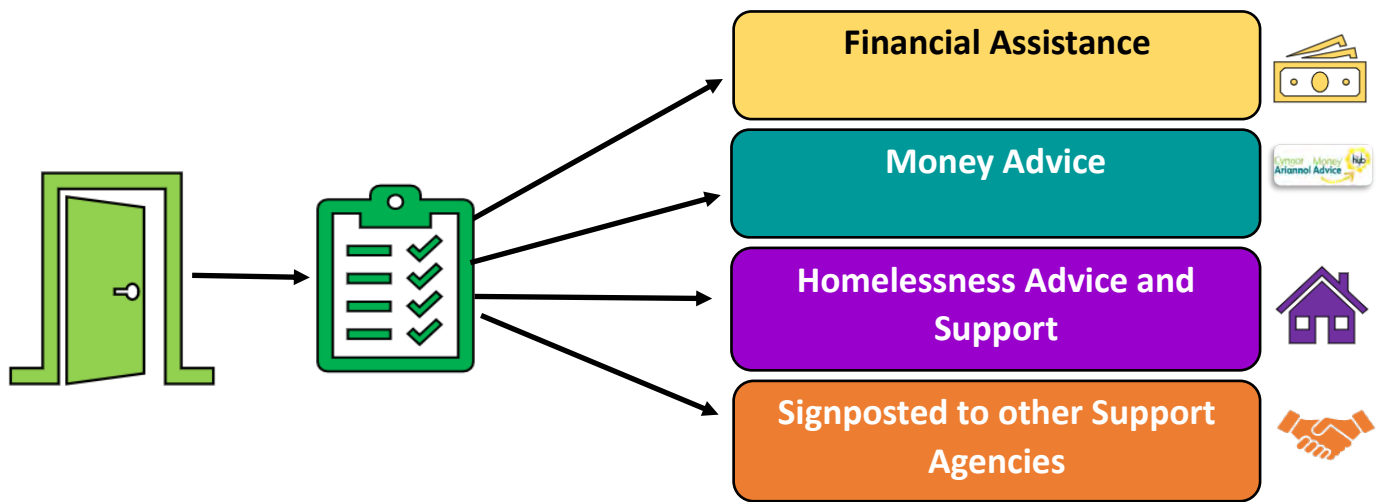
## Preventing homelessness wherever possible

Our primary focus remains in providing timely support at an early stage so that we can stop tenants from becoming homeless in the first instance. We have moved our prevention services to Community Hubs city-wide so that our tenants can receive straightforward access to help, whilst also linking up with the wider support available in our hubs such as Money Advice and Into Work Services.



## Rent Arrears Pathway

Our ambition is to prevent eviction wherever possible. There is a concentrated emphasis on early intervention with the Welfare Liaison Team working closely with the Finance Team who are responsible for the collection of rent arrears and overpayments in benefits. We have invested considerable time and resources into assuring a balanced approach towards the collection of rent arrears. This approach, with the tenant at the centre of the process, has ensured that we are working with all services to provide the right support to address the tenant's needs.



The Rent Arrears Pathway offers ‘one front door’ to those seeking assistance. Tenants who are facing rent arrears are provided with rapid help, advice, and practical support. Our Welfare Liaison Team works with the Money Advice and Housing Options Service to support tenants to reduce or remove their rent arrears and provide support to manage their rental payments moving forward. So far this year, **1,026** tenancies have been saved through the rent arrears pathway.

### Supporting Our Vulnerable Tenants

Our Tenancy Sustainment Team provides an intensive service to tenants that are struggling to sustain their tenancies and are at risk of tenancy enforcement action. Working with the Tenancy Management and Antisocial Behaviour Teams to identify tenants most at risk of tenancy failure, Tenancy Sustainment Officers support tenants who are likely to disengage with internal services and external agencies. The team’s focus is on early intervention, stopping tenancy issues from escalating.

### Addressing Hoarding

The Tenancy Sustainment Team also help tenants who are hoarders, providing practical, hands-on assistance to assist them in de-cluttering their homes, carried out at the tenant’s own pace. Reducing the tenant’s hoard often has a direct impact on housing management functions and repairs.

The team take a multiagency approach to working with people experiencing hoarding in Cardiff and aim to develop effective approaches to dealing with the issue which leads to good and sustained outcomes. There are plans to establish a multi-disciplinary team (MDT) to include housing, psychologists, Occupational Therapists, social workers and others, working in a targeted and focused approach towards long-term behavioural change, as opposed to just removing the hoarded items.

## Increasing Our Temporary and Supported Accommodation Supply

Despite good levels of homeless prevention there are increasing numbers of households becoming homeless and requiring temporary and permanent rehousing. Cardiff, as a community landlord, is committed to playing its part in providing accommodation for homelessness people.

As part of our commitment to ensuring there is “no going back” we have made good progress in delivering high quality self-contained supported accommodation both for single people and families.

### Meanwhile use of land to support homeless families

The rapid installation of modular homes has been delivered on the Gasworks site in Grangetown to provide much needed family supported accommodation, ahead of the permanent redevelopment of the site. Support is available on site to ensure the families can address any issues and quickly move on to permanent accommodation. The scheme offers a broader range of support including access to Flying Start and other Early Help services. There are plans in place to further expand the Gasworks site by an additional 154 units in 2023, helping to address the



### Supporting individuals with complex needs

Our supported accommodation for single people at Ty Ephraim helps individuals with the highest and most complex needs, and those who are the most difficult to help. Ty Ephraim has a flexible and open approach to accommodating challenging individuals and a commitment to zero evictions and finding creative ways to support people with complex needs.

Many residents who are referred to Ty Ephraim have spent significant periods of time rough sleeping or in custody and have high support needs and limited life skills. There is a focus on building confidence and self-esteem for residents and creating a feeling of community and belonging.

### Encouraging Engagement

The team at Ty Ephraim has built links with local businesses who donate to support activity with homeless people. Recently businesses donated skin and beauty products and a member of staff who previously worked in the beauty industry delivered a fun and inclusive workshop around self-care, good hygiene, and confidence building. Residents had their hair cut and were able to “shop” for donated clothes and shoes.



## Health Provision in the Hostel

We work with health services to ensure that the vulnerable people living in our hostels and that their needs, for substance misuse; mental health and general health services, are met. There is also a mobile dentist service that visits Ty Ephraim once a month for residents to have check-ups and receive dental treatment.

## Case Study

S is 63 years old and has been rough sleeping in the city centre and accessing emergency out of hours provision intermittently since March 2020. He struggled in the out of hours provision environment and would often stop engaging and return to rough sleeping as a result.

S moved to Ty Ephraim in July 2022 and began receiving structured support from his allocated keyworker. He initially struggled in the hostel environment and presented with challenging behaviours. The team at Ty Ephraim used de-escalation and distraction skills, often re-directing S to activities or a quiet chat when he was becoming frustrated. Using a trauma-informed approach, the team calmly discussed any issues with S and took a supportive approach to avoid the placement breaking down.

The team explored hobbies and interests that could support S to maintain his accommodation and refrain from becoming involved in anti-social behaviour. He was encouraged to get involved in diversionary activities at Ty Ephraim centring around his interests in music and creativity which had a positive impact on his well-being. S was a little reluctant at first, however with support and encouragement from his keyworker, he began integrating into the hostel community and now attends a variety of activities.

He has been supported to open his first bank account and is now budgeting and managing his money more effectively. He is engaging with health services and is now attending appointments alone as he prepares for living in the community.

S has commented on the effect his increased independence has had on his self-esteem. S has been living at Ty Ephraim for nine months, the longest he has maintained a placement. His life skills, emotional regulation and coping abilities have improved significantly and he now feels ready to move to community living. He has been allocated a permanent property in a new managed accommodation service and is due to move in soon. This is S's forever home where he can live independently with support staff on site if needed.



## Providing Permanent Homes through a Rapid Rehousing Approach

Spending long periods in temporary accommodation is unsettling for homeless households and can affect children's education, we are therefore committed to help deliver the Welsh Government vision of Rapid Rehousing. We are working with our partners to reduce the time spent in temporary accommodation, supporting individuals and families into permanent accommodation as quickly as possible.



We already allocate a high proportion of our council homes to homeless clients **Since April 2022, 74% of general lets have been made to homeless clients** which has led to a reduction in the average waiting time for these clients. The pressure on the general waiting list is also great and our limited supply of homes also has to meet this need. Unfortunately there is limited scope to review our Allocations Policy to let more properties to homeless households.

In order to truly deliver the rapid rehousing vision, the city will need to significantly increase the supply of affordable housing, while the Council has ambitious new build plans, far more affordable homes need to be delivered than are currently planned if this goal is to be achieved.

To support clients with higher needs into permanent housing as quickly as possible, we have expanded our Housing First scheme which offers direct placement into Council, Housing Association and private rented sector tenancies with intensive wraparound support. It gives people who have experienced homelessness, and have complex needs, a stable home from which to rebuild their lives.

There are currently three Housing First schemes in Cardiff, two operated by the Council, one for rough sleepers and one for prison leavers. A further scheme is operated by the Salvation Army. Housing First is very successful, with **94%** of clients who have utilised the service having broken the cycle of homelessness.



## Case Study

L is an 18-year-old care leaver who was referred to the Housing First Project due to his complex needs.

L was allocated a Housing First Officer and support was phased in to allow for a good trusting relationship to be formed. L received an offer for a 1-bedroom property; however, the property wasn't available for another 3 weeks. The Housing First Team met with staff at Ty Casnewydd Supported Accommodation and a plan was created to ensure that L had somewhere to live until the Housing First property was available. Housing First extended his placement to minimise any stress or trauma with moving and losing support over what would already be a difficult time.

L moved into Ty Casnewydd at the beginning of January 2023 and starting to receive support from staff there, alongside Housing First staff until his property was ready.

L moved into his own property 2 weeks later, with support from staff at Ty Casnewydd and Housing First the move was smooth and quick. L has furnished his flat to a great standard and is engaging well with support to maintain his tenancy.



## Addressing Overcrowding

Housing in Cardiff is under considerable pressure and requests for transfer can take some considerable time, especially when larger properties are needed. This has resulted in overcrowding in our properties. Currently, our Allocation Policy prioritises the most severely overcrowded households, however we aim to do more to tackle the issue of overcrowding by using a range of innovative solutions.

We are actively exploring a variety of solutions including the building of extensions, loft conversions and other creative ideas such as the use of converted shipping containers in gardens and modular extensions to existing buildings. We are also planning to provide more support to those who wish to downsize to free up family housing and work with tenants to resolve their housing need through promoting and supporting mutual exchanges.



# 9 - Listening to Our Tenants

## Tenant Participation

The Tenant Participation Team consult directly with our tenants and leaseholders, ensuring their voice is heard and giving them a say on how our services can be improved.

Alongside holding their own focus groups, the team also incentivise residents to hold their own events and interact with their local neighbours.

The team can support tenants and leaseholders to:

- Start community garden groups
- Hold events in their local area, including recycling workshops, street parties and community lunches
- Organise and run wellbeing groups in their local area
- Improve communal living areas
- Attend day trips with other tenants in their communities.



## Tenant's Conference

The annual Tenants Conference was held in-person in 2022 and was an opportunity for tenants and leaseholders to engage with the Tenant Participation team and senior housing managers. The conference was attended by more than 80 people who were able to visit stalls from many different council areas and external partners such as Dogs Trust, Specsavers and Age Cymru.



Presentations were delivered on topics such as health and wellbeing in the community, legislative changes affecting tenants and the construction of new Community Living schemes across the city.

Workshops were delivered on cooking on a budget, money advice and welfare reform. The announcement of the winners of this years 'Blooming Marvellous' competition was also made, always a highlight of the conference.

## Future of Tenant Participation

The Tenant Participation team is currently undergoing a transformational review which will see more tenant led representation from a variety of groups within the community which will help build relationships and forge community ties. The dedicated Tenants Participation website will have a refresh to ensure tenants have access to up-to-date information alongside details of new focus groups and a wide range of surveys to enable tenants to tell us what's important to them.

# Tenants Survey 2022

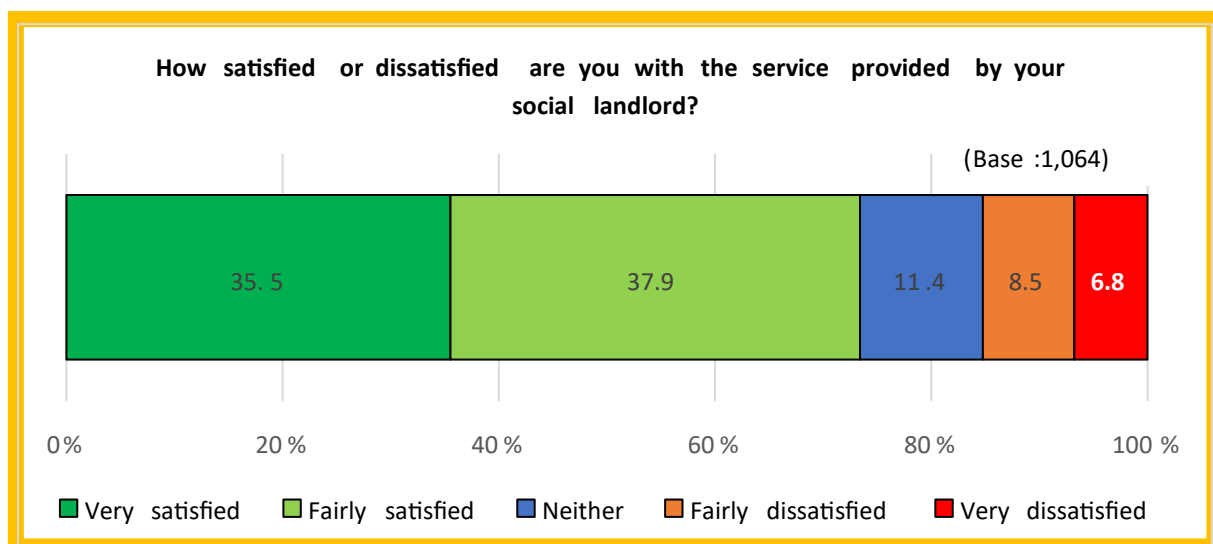
In December 2022, Cardiff Research Centre was commissioned to undertake research into identifying levels of satisfaction and views of our tenants on the current services they receive. A total of **1,113** surveys were completed.

Some of our services have yet to fully recover from the effects of the pandemic and subsequent lockdowns and the survey results reflect these issues.

**The results of the survey have been carefully considered and the action to be taken has been set out below:**

## Overall Service

Tenants were asked how satisfied or dissatisfied they were with the overall service provided by us.



73.4% of respondents were satisfied with the service provided by their social landlord, this included 35.5% who were very satisfied. 15.3% were dissatisfied.

A more detailed question showed that tenants were most satisfied with advice about their rent account and cleaning and maintenance of communal areas and were least satisfied with how we dealt with **complaints, anti-social behaviour and transfer and exchanges**.

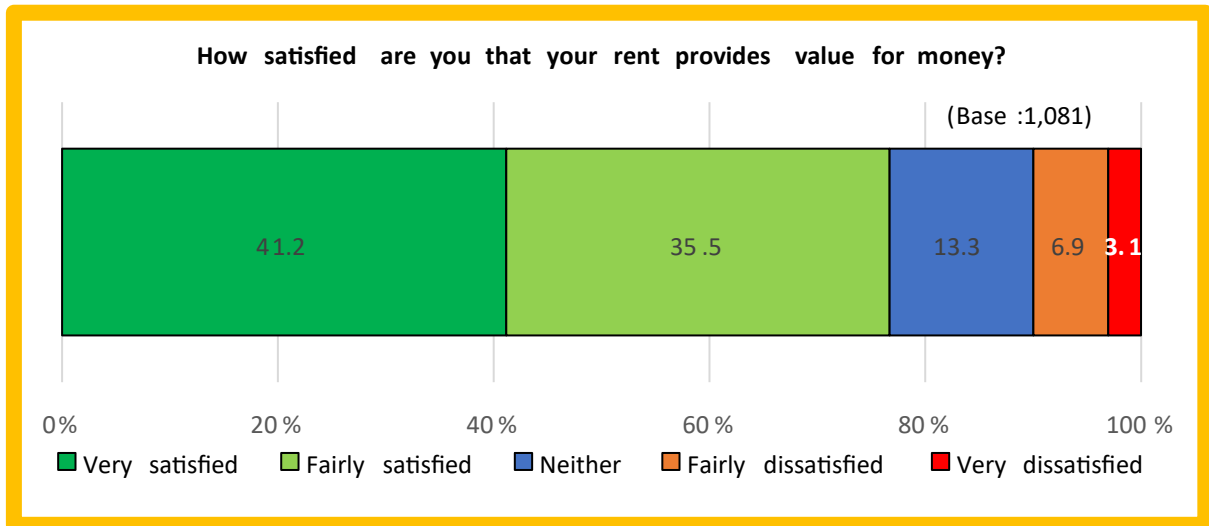
**Action:** More information is needed to understand why tenants are unhappy with how their complaint is dealt with, a separate tenant survey will be carried out during the year to understand this better. Anti-Social behaviour is often a complex area and solutions are not always straight forward. There is considerable evidence that our ASB team are proactive in responding to allegations of ASB but clearly concerns remain among tenants. A more focused survey for those receiving support from the ASB team will be carried out this year to understand what aspects of the service led to this dissatisfaction. Delays in



transfers are occurring at present due to the ongoing pressures on homelessness, additional resources are to be put in place this coming year to support tenants who want to exchange as a way of resolving their housing issue.

## Providing Value for Money

Tenants were asked how satisfied they were that their rent provides value for money.



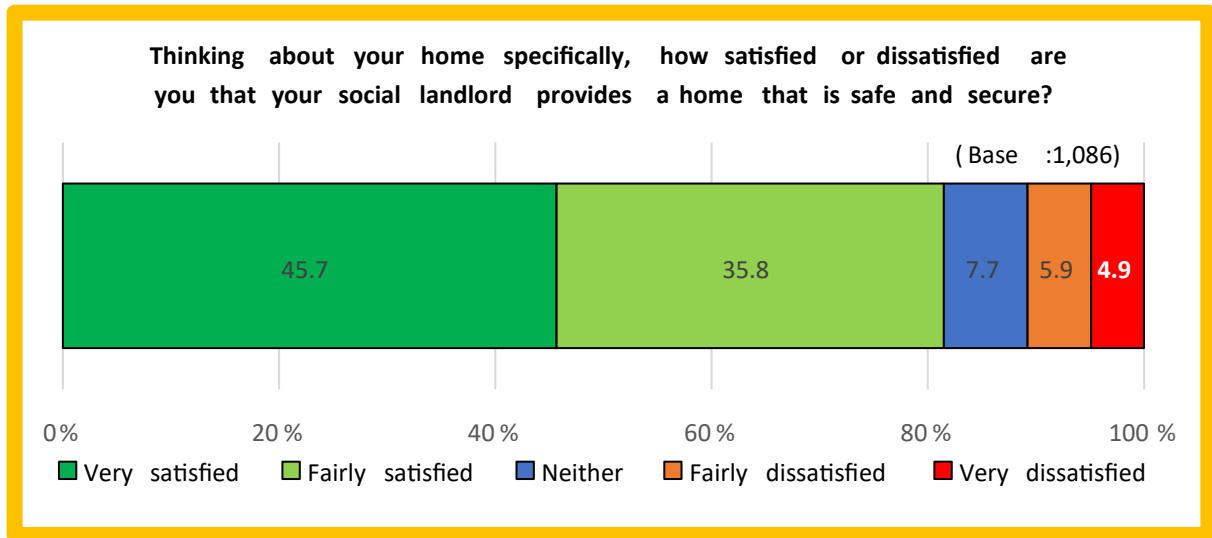
76.7% of tenants were satisfied that their rent provides value for money and just 10% were dissatisfied.

**Action:** We will continue to monitor our rent levels using the Joseph Roundtree Foundation Living Rents and support the Welsh Government to develop a national approach to measuring affordability. We will ensure that help is available for tenants who are struggling financially and that no eviction takes place for rent arrears where the tenant is working with us to resolve the issue.



## Providing Safe and Secure Homes

Tenants were asked how satisfied or dissatisfied they were that we provided a home that is safe and secure.



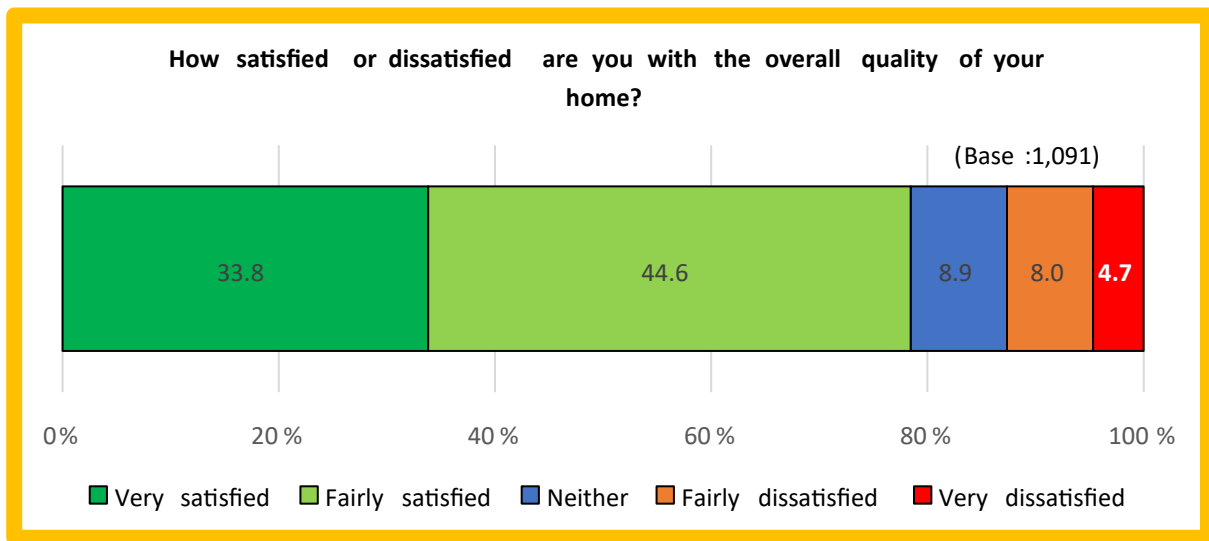
81.5% of respondents were satisfied that their social landlord provides a home that is safe and secure, this includes 45.7% who were very satisfied. Only 10.8% were dissatisfied.

**Action:** We will continue with our programme to update doors in flats to improve both security and fire safety, our sprinkler programme and replacement of cladding on high rise blocks will also improve fire safety. Funding has also be set aside for improving fencing and defensible space.



## Quality of Homes

Tenants were asked how satisfied or dissatisfied they were with the overall quality of their home.



78.5% of tenants were satisfied with the overall quality of their home, this includes 33.8% that were very satisfied. 12.7% were dissatisfied.

Tenants were also asked if their property needed improvements and if so what they were. 892 tenants responded to this. The most common improvement identified by tenants was Windows (29.9%), this was followed by Bathrooms (28.8%) and Kitchens (28.5%) Gutters and Downpipes (26.5%) and Doors (24.9%).

Tenants were also asked if their home met their needs. 80.5% of those who responded said that their home did meet their needs, the most common reason for not being the case was property condition (39.9%) accessibility issues (32.6%) and overcrowding (25.9%).

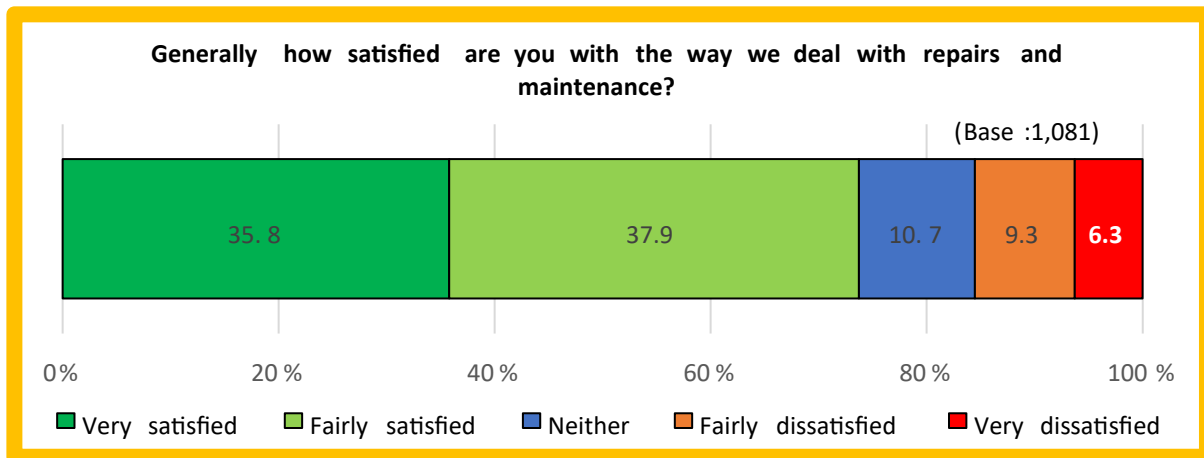
**Action:** In total it is anticipated that £15.85 million will be spent on improving our homes in the coming year. This includes £2.5 million on bathrooms and kitchens, £500,000 on windows and £2 million on roofing renewals which includes renewing all gutters and downpipes. Windows will also be replaced as part of our high-rise cladding schemes. £3 million will be spent on adapting properties to meet the needs of disabled people .

Also, our first new older persons scheme will be completed during the year, Addison House, providing high quality accessibly housing for older people.

A project looking at innovative solutions to overcrowding including modular extensions will continue into next year.

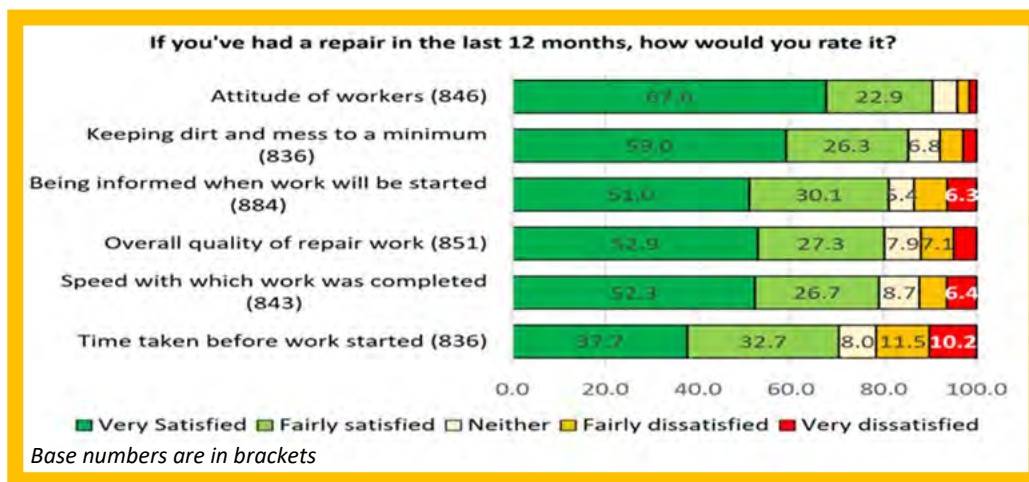
## Repairs and Maintenance

Tenants were asked how satisfied they were with the way that we deal with repairs and maintenance.



73.7% of respondents were satisfied with the way repairs and maintenance are dealt with, this included 35.8% who were very satisfied. 15.6% of respondents were dissatisfied.

Tenants who had received a repair in the last 12 months were asked to rate the service across a number of factors.



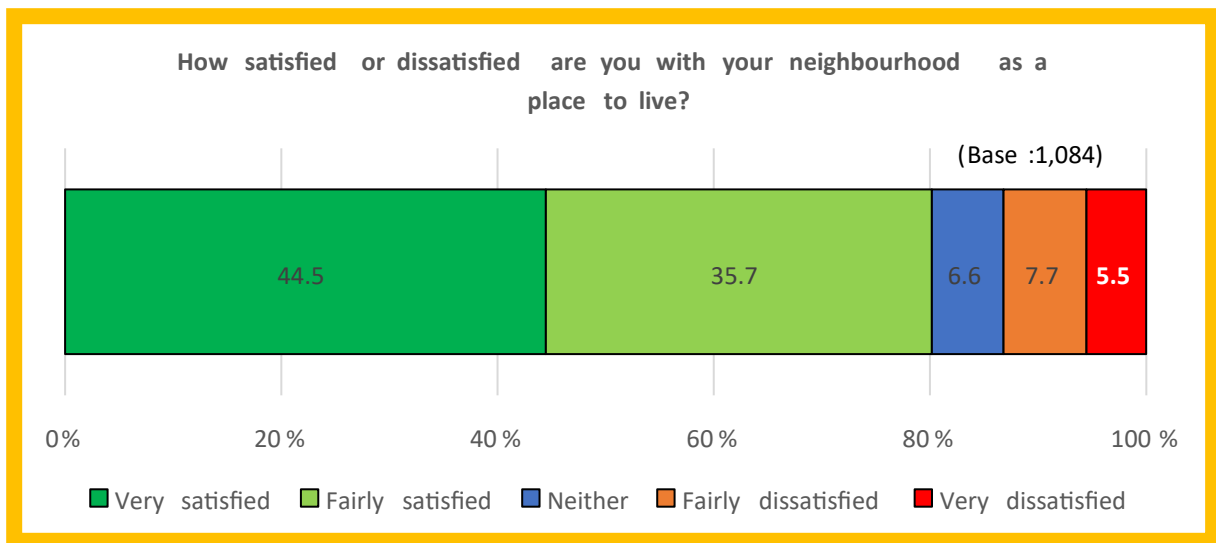
Satisfaction levels were highest regarding the attitude of workers with 90.5% of respondents highlighting this, this included 67.6% who were very satisfied. This was followed by keeping dirt and mess to a minimum (85.3%) and being informed when work will be started (81.1%).

The main issue tenants had with repair work in the last 12 months was the amount of time taken before work started, with just over one in five (21.7%) respondents dissatisfied. This is understandable due to the backlog of repairs outstanding following the pandemic restrictions.

**Action:** We are investing further in our Responsive Repairs Service, including new maintenance persons to do more straightforward work allowing our qualified tradespeople to use their skills appropriately. Our new Repairs Academy will help us to recruit to our workforce and a new specialist team will be established to better co-ordinate works where damp and mould is identified.

## Neighbourhood

Tenants were also asked how satisfied or dissatisfied they were with their neighbourhood as a place to live.

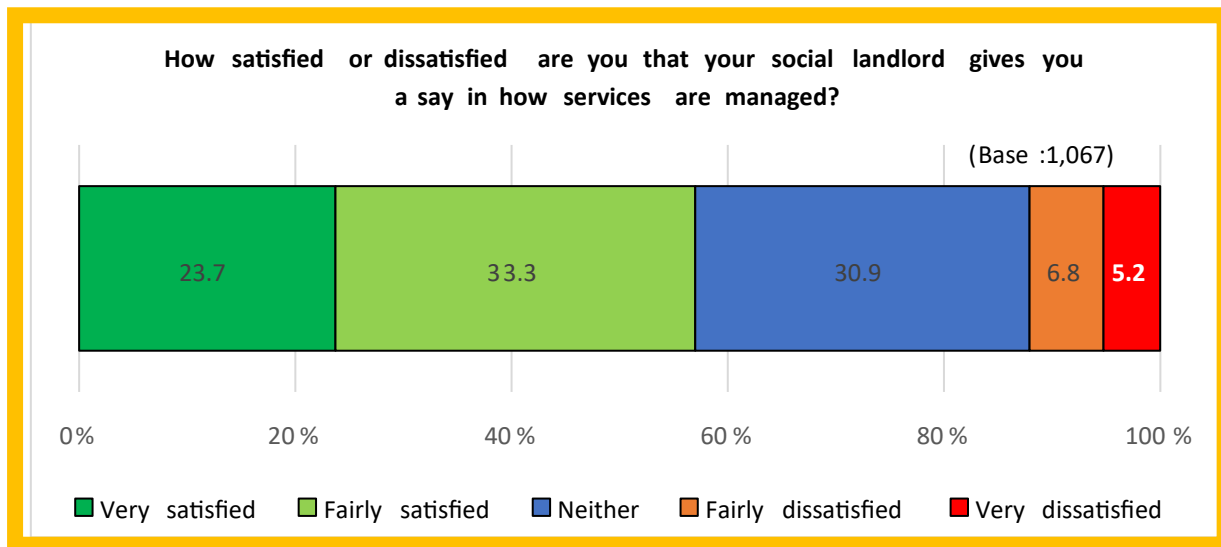


80.2% of tenants were satisfied with their neighbourhood as a place to live, this includes 44.5% were very satisfied. Just 13.2% were dissatisfied.

**Action:** Information from the survey will be reviewed to establish if there are any patterns, this will allow for a targeted approach to work by our Local Action Team or Antisocial Behaviour team and may influence the future programme for neighbourhood regeneration. The 2023/24 capital investment programme includes £1 million to be invested in garage and asset improvements which includes works to the rear courtyards of flats making them private and secure for residents. A further £1 million has also been set aside for whole estate regeneration including the improvement of defensible space and new pedestrian pathways. This will help make estates safe, clean and welcoming places to live.

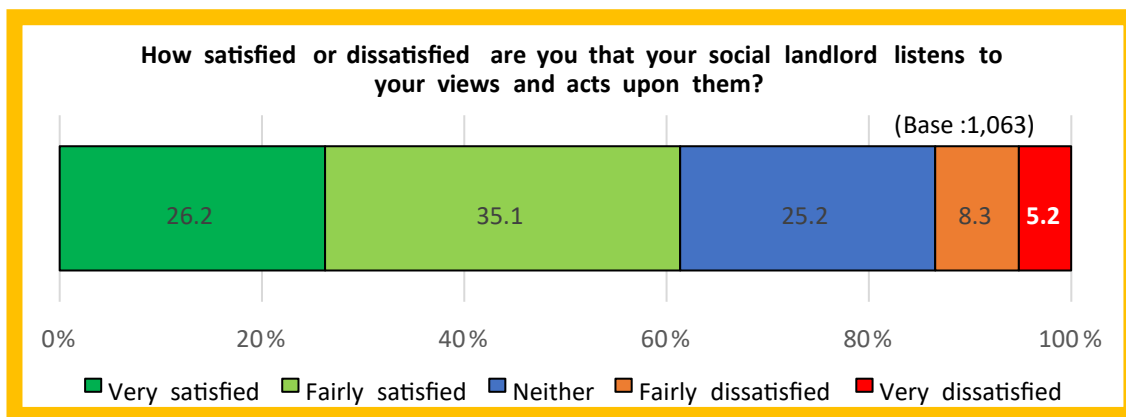
## Listening to Tenants

Tenants were asked how satisfied or dissatisfied they were that they were given a say in how services are managed.



Only 57.0% of respondents were satisfied that their social landlord gives them a say in how services are managed. A very high percentage (30.9%) were neither satisfied nor dissatisfied. Only 12% were dissatisfied.

Tenants were also asked how satisfied or dissatisfied they were that we listened to their views and acted upon them.



61.3% of tenants were satisfied that we listened to their views and acts upon them, again a high number (25.2%) were neither satisfied or dissatisfied and 13.5% were dissatisfied.

**Action:** A review of Tenant Participation is due to take place in the coming year to ensure that we reach more tenants and provide more opportunities for them to get involved and have their say.

## 10 - Modernising and improving services for our tenants

We are committed to increasing the number of housing services available to people via digital platforms and, where appropriate are ensuring digital and automation solutions are used to give digital 'end to end' services.

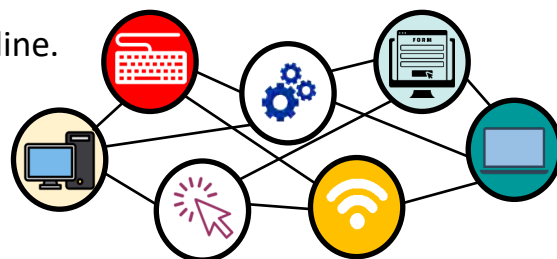
We do however realise that digital services will not suit all our tenants and so we are also committed to providing face to face services through our Community Hubs.

### Housing Online

Housing Online was first rolled out in April 2020 and it already provides council tenants and former tenants with access to their rent accounts and rechargeable repair accounts.

Phase 2 of Housing Online launched in February 2022. The 'My Applications' portal has been implemented and allows citizens to apply for housing online with Cardiff Council and our partner registered social landlords within the Cardiff area.

Since the launch 786 applications have been made online.



### E Signatures

DocuSign eSignature eliminates the producing of paper, printing and posting and increases convenience for council tenants. "Tenancy Sign Up" was the first service to utilise this new technology. The system reduces turnaround time to hours rather than days or weeks, allowing the Council and its customers to send and sign agreements or documents securely from virtually any device.

### Housing Web Chat

We are in the early stages of developing Live Web Chat to improve customer service.

For many customers, online chat software is more convenient and less stressful than speaking on the phone to a stranger. Live chat software increases first contact resolution and improves the support experience for customers



## Cardiff Housing Website

Work is underway to develop a new Cardiff Housing website. The site is being designed with our tenants firmly in mind, accessibility will be key and the website will have a fresh new look.

All key information will be kept on the pages and will be updated regularly. Information will include:

- Finding a home
- Applying for Housing Association and Council Homes
- Advice and support
- Private Rented Housing
- Homelessness Advice
- Money Advice

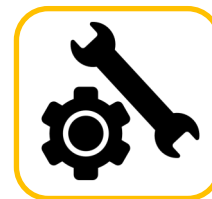


## My Repairs

‘My Repairs’ is an accessible, inclusive repairs service that will be available 24/7, 365 days a year. Tenants will be able report, view and book repair appointments using the self-service system on their Smartphone, PC, Laptop or at a Community Hub.

My Repairs allows accessibility and transparency to all tenants of Cardiff, creating a better repairs service.

**The system will launch in 2023.**



## My Scan

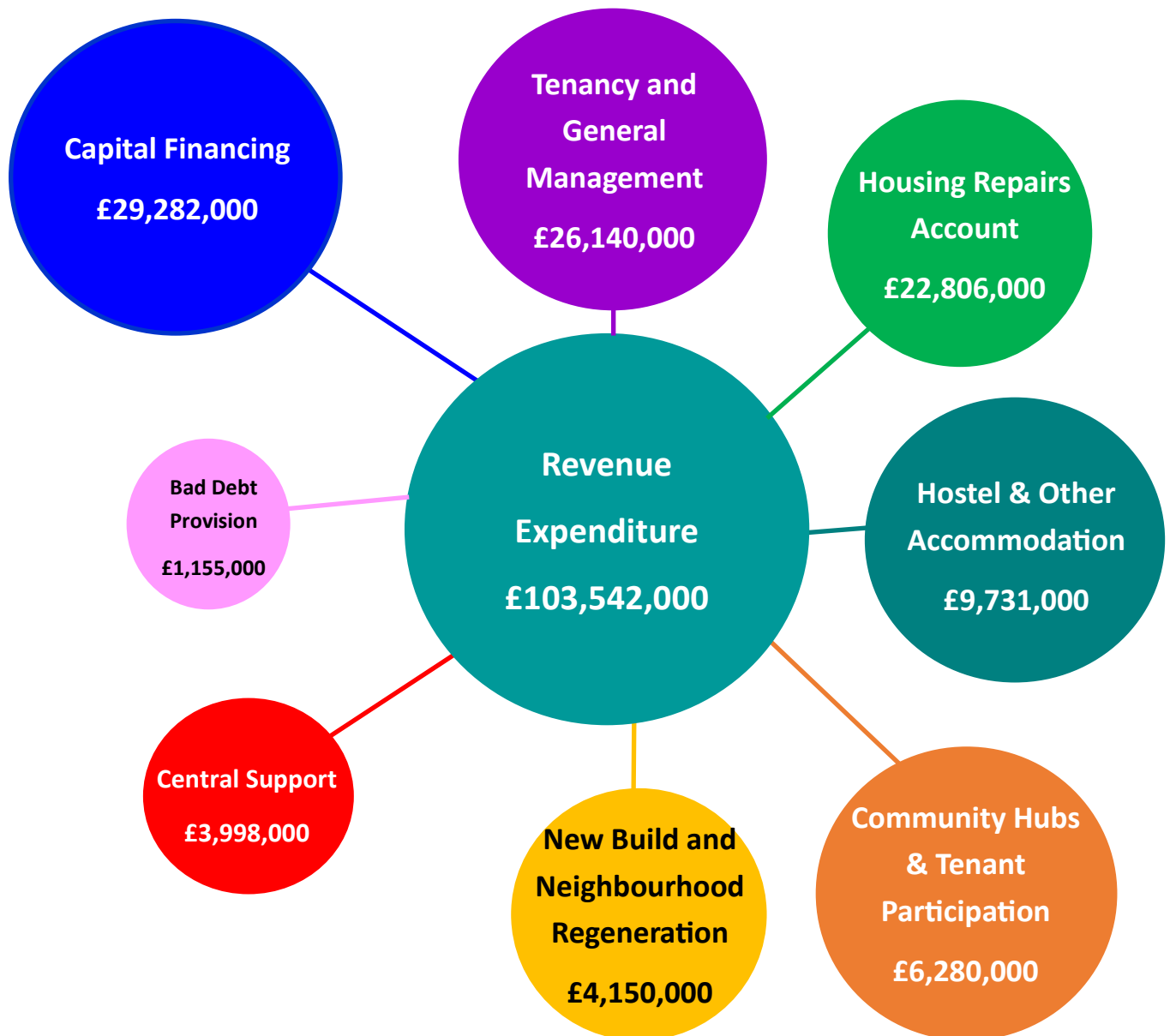
My Scan is an exciting new service that will give tenants and residents the option to self-scan any documentary evidence required for housing or benefit applications at home or on-the-go, reducing the reliance on travelling to Community Hubs.

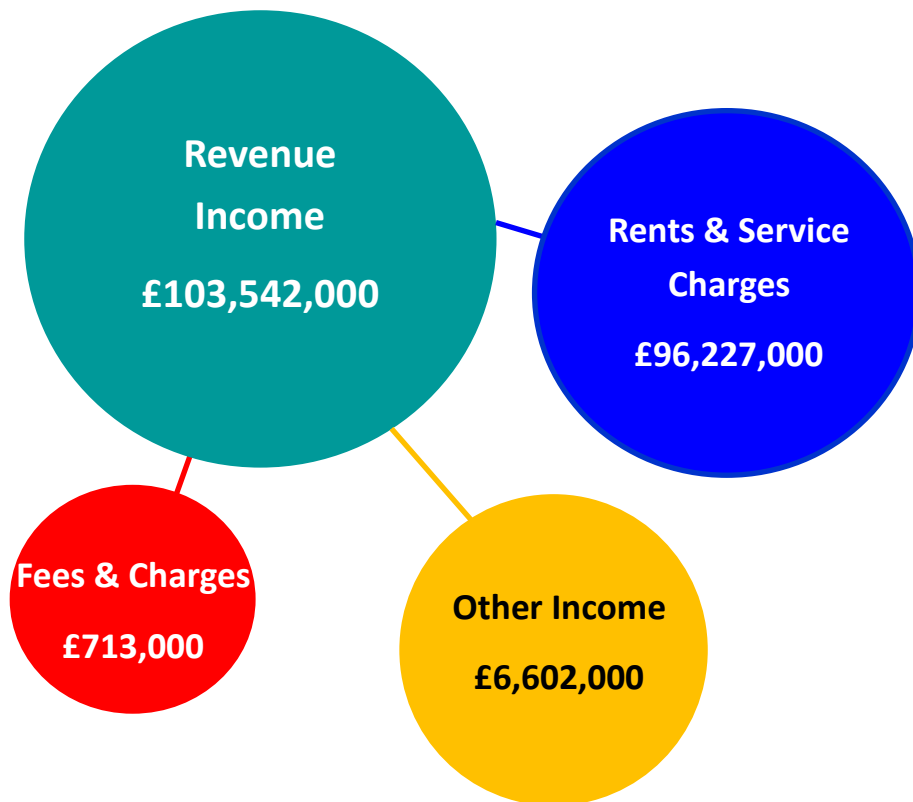
The project is currently in development but it is hoped that it will be launched in 2023/24.



# 11 - Financial Resources and Planning

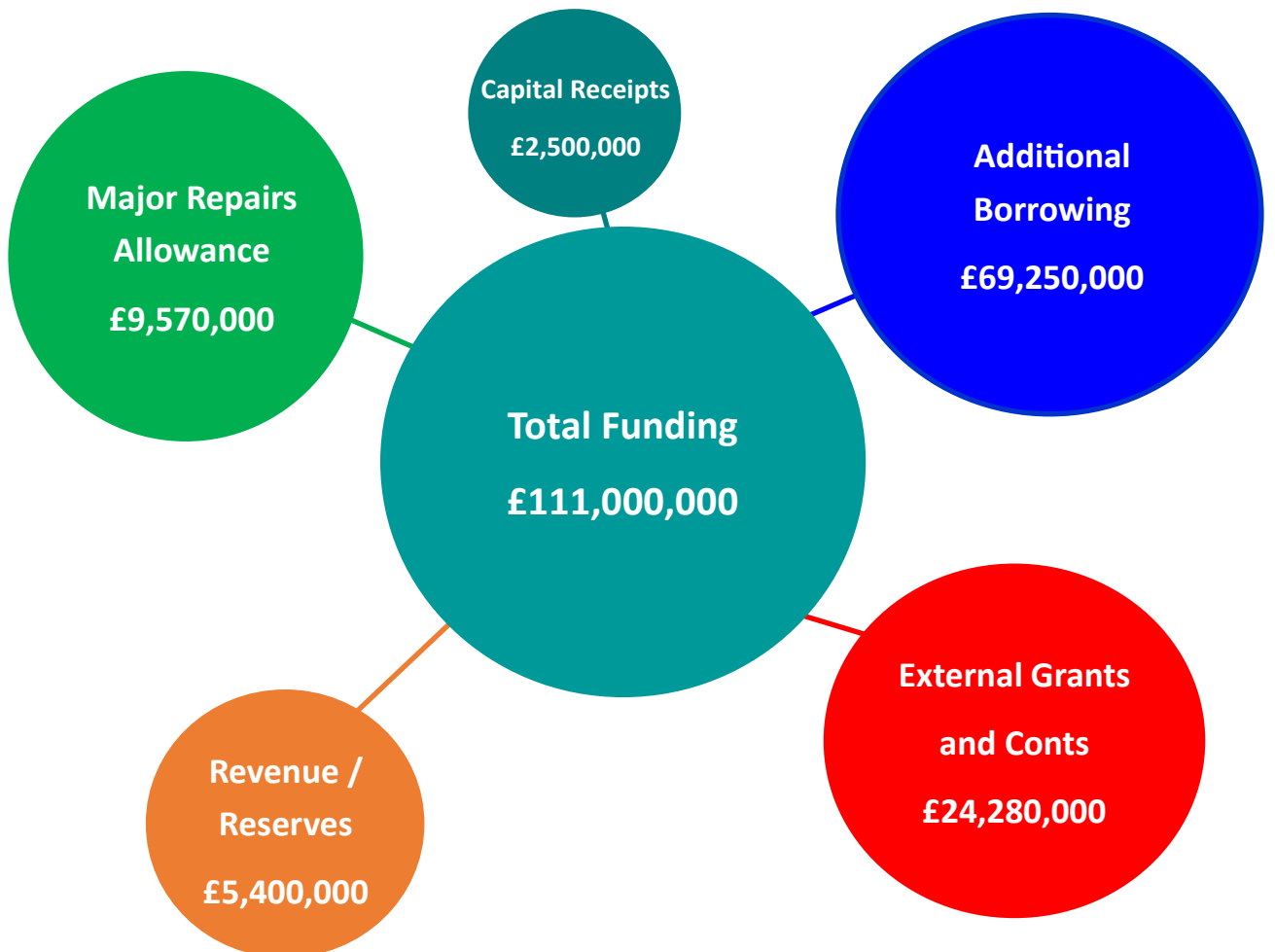
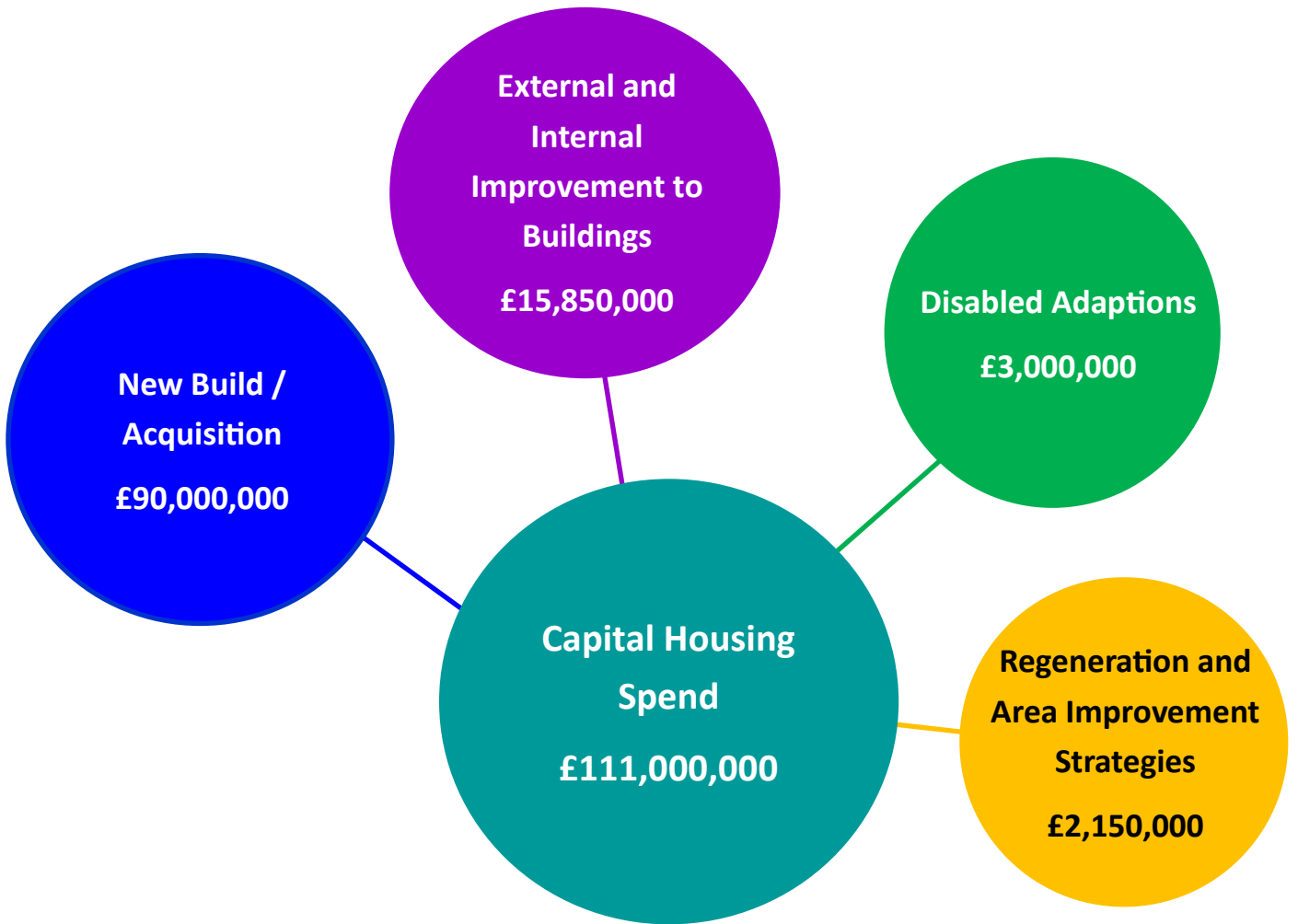
The following diagrams illustrate expenditure and income estimates for both revenue and capital for the financial year 2023/24. Further details are set out at **Appendix A**.





These items are in accordance with legislation and the HRA Guidance Manual which sets out the legislation, regulation, guidance and best practice relating to the operation of a HRA.





### A) The HRA Budget

Drafted and submitted to Cabinet for approval as part of the wider Council budget setting process in February of each year it also considers a 5 year Medium-Term Financial Plan in the context of a 30 year HRA business plan and the planned capital investment programme for the period.

**Appendix A** sets out the planned spend and funding sources for the first five years for both revenue and capital.

### B) The HRA Business Plan

This is updated annually, submitted to Cabinet in March each year and subsequently to the Welsh Government for consideration and approval. The plan has the following objectives:

- is a requirement of application for the Welsh Government Major Repairs Allowance grant
- must demonstrate ability to meet the Wales Housing Quality Standards
- must be approved by political and senior management governance processes
- is underpinned by a 30-year financial model which sets out estimates of planned capital and revenue income and expenditure
- is used as a planning document forming the basis of the HRA business
- used to safeguard interests of current and future tenants and service users
- used to demonstrate the long-term value for money, financial resilience and sustainability of the HRA.

### C) The Housing Development and Capital Financial Advisory Board

This board considers regular financial monitoring updates against revenue and capital budgets and sets a framework for the review and approval of the Housing development and acquisition programme. The board is made up of senior management representatives from the Housing and Finance directorates and meets bi-monthly.

It reviews expenditure proposals and related affordability and receives updates on policies and developments within the housing environment.

## D) Budget Monitoring

Service accountants with detailed HRA accounting experience work with HRA budget holders to review progress against approved budgets, investigate variances and identify mitigations and actions to bring planned spend in line with forecasts or to realign budgets where appropriate for additional initiatives and changes to available funding. Cardiff Council's Cabinet receives quarterly budget monitoring updates as part of the regular Council reporting processes throughout the year.

**Other regular and ongoing financial management and monitoring activities include the following:**

- Ensuring that a HRA general balance is maintained at a prudent level
- Creating specific earmarked reserves to mitigate against risk including increasing and unforeseen costs such as the price of materials and the uncertain rent policy in the medium/long term
- Continuing to liaise and consult with the Welsh Government on future rent policy highlighting the importance of ensuring that capital commitments currently being entered into remain affordable
- Continuing to develop indicators to support assessment of financial resilience including prudential borrowing indicators
- Maintaining a prudent approach to repayment of capital expenditure
- Compliance with the terms of reference set by the Housing Delivery and Capital Finance Board in respect to approval or changes in sites proposed for new housing development including viability assessments
- Regular review of service data and matrix such as the number of void properties, levels of rent arrears and write offs, progress against the revenue repairs programmes, both responsive and planned, to identify issues and agree interim solutions thus helping to secure improved performance against service objectives
- Regular reviews of progress against the planned capital programme and the level of borrowing needed to avoid unnecessary capital financing costs.

## Rent Policy

The Council sets the level of rents within a policy framework set by the Welsh Government. The 5-year Social Housing Rent policy introduced for 2020/21 to 2024/25 allows for a maximum 1% rent increase above the rate of the consumer price index (CPI). Where CPI is outside the range of 0 to 3%, a ministerial decision is required for that year.

There is no confirmation of the rent policy approach beyond 2024/25 which represents a significant risk when business planning as the Council has no control over the major income stream.

In line with the current rent policy, a ministerial decision was made on 16<sup>th</sup> November 2022 to limit rents to a maximum increase of 6.5% for 2023/24 for all tenants. Having considered affordability for tenants using the Joseph Roundtree Foundation Living Rents, value for money and help available to council tenants, it was proposed that Cardiff set its rents at the maximum allowed. This was approved by Cabinet in December 2022 ahead of the 2023/24 budget setting and in line with the new notice period requirement of the Renting Homes Wales Act which stipulates 2 months' notice for tenants.

A voluntary commitment was also made to comply with a number of requests from the Minister, including no evictions due to financial hardship where tenants engage with officers.

Future rent modelling has been based on Welsh Government guidelines and taking account of forward indicators for inflation factors. These currently indicate CPI at 5.3% for 2023/24, reducing to a negative CPI until 2026/27 when CPI is forecast at 1.05% and rising to 2% in 2027/28.

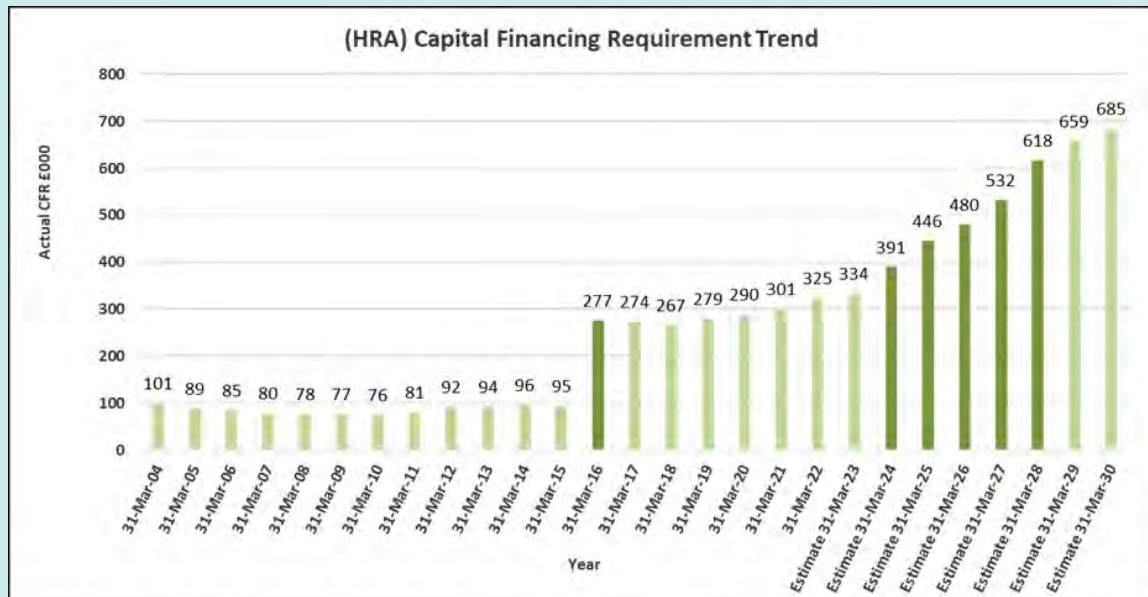
It is considered that these rent uplifts will allow for obligations to tenants and lenders to be met and help to support the financial viability of the HRA whilst ensuring that rents remain affordable for current and future tenants. This level of increase will also allow for the continuation of the Council's ambitious new build plans and future capital programme.



## HRA Borrowing

As illustrated in **Appendix A**, borrowing accounts for a very significant amount of the funding for the HRA capital programme. This borrowing results in capital financing costs including interest payable and a prudent revenue provision for the repayment of capital expenditure paid for by borrowing.

HRA debt is measured through the Capital Financing Requirement (CFR).



The chart above shows an increasing trend in borrowing requirements, particularly for 2027/28 through to 2029/30.

Financial commitments arising from borrowing must be paid over future generations and are therefore long-term financial commitments for the rent payer. As such, expenditure creating such liabilities should be reviewed regularly to ensure that expenditure remains prudent, affordable and sustainable and considers the future asset management requirements of the housing stock.

A robust approach is in place to oversee borrowing and ensure the viability of any housing schemes. The Housing Development Team use a viability toolkit, known as Proval, to assess the financial viability of every development scheme in order to ensure each scheme is affordable for the HRA.

The viability model evaluates all development costs to determine the total Scheme costs and also determines the on-going management and maintenance costs of the schemes. These are evaluated against the rental income that the scheme will generate to determine if the scheme is financially viable and if the total scheme costs are paid back over an agreed period of time (currently 50 years).

Scheme viability is tested at various stages of the development process including during the design stage, to help determine the best mix of units for each site, at the planning stage and at the stage of tendering for a contractor. This process helps us to ensure our agreed viability parameters are being met across our development programme.

## Sensitivity Analysis

Given the period the HRA Business Plan covers, uncertainty remains over the medium to longer term, particularly in relation to capital expenditure commitments, rental income and ongoing investment requirements linked to stock condition.

**Appendix B** sets out the key revenue assumptions within the model for the first five years and in the context of the 30-year business plan period.

These assumptions and other forecasts as detailed in the Business Plan are based on current information and will be subject to a risk of change.

The Risk Matrix at **Appendix C** sets out the main risks to the plan and the potential mitigations and actions put in place to manage these and ensure that the HRA remains affordable and financially viable.

**Appendix D** considers some key areas of sensitivity within the plan and the potential impact on the forecasts for any one year using the 2023/24 budgets for illustration purposes.





# Housing Revenue Account (HRA) Business Plan 2023/24



Cardiff Council

## Appendices



# Appendices

<b>Appendix A</b>	HRA Revenue and Capital Budgets
<b>Appendix B</b>	HRA Revenue Assumptions
<b>Appendix C</b>	Risk Matrix
<b>Appendix D</b>	Sensitivity Analysis
<b>Appendix E</b>	HRA Business Plan 30 year Budget Forecast



# Appendix A

## HRA Revenue and Capital Budgets

### REVENUE EXPENDITURE AND INCOME

The model details the planned revenue budget and analysed across the service functions (with an objective split) and the resources assumed to fund planned spend, with the first five years shown in the table below.

	2023/24 £000	2024/25 £000	2025/26 £000	2026/27 £000	2027/28 £000
Capital Financing	29,282	33,555	35,913	38,684	42,873
Tenancy and General Management	26,140	27,557	28,900	29,706	30,079
Housing Repairs Account	22,806	23,162	23,394	23,762	24,276
Hostels and Other Accommodation	9,731	11,400	11,514	11,679	11,896
Community Hubs and Tenant Participation	6,280	6,516	6,581	6,667	6,774
Housing Development and Neighbourhood Regeneration	4,150	4,120	3,958	4,004	4,059
Central Support	3,998	4,079	4,120	4,198	4,316
Bad Debt Provision	1,155	1,252	1,301	1,337	1,387
Contribution to reserves	0	0	500	0	0
<b>Total Expenditure</b>	<b>103,542</b>	<b>111,641</b>	<b>116,181</b>	<b>120,037</b>	<b>125,660</b>
Rents and Service Charges	(96,227)	(104,271)	(108,763)	(112,064)	(116,623)
Other Income	(6,602)	(6,636)	(6,679)	(6,727)	(6,780)
Fees & Charges	(713)	(734)	(739)	(746)	(757)
Contribution from reserves	0	0	0	(500)	(1,500)
<b>Total Income</b>	<b>(103,542)</b>	<b>(111,641)</b>	<b>(116,181)</b>	<b>(120,037)</b>	<b>(125,660)</b>

**Revenue expenditure commitments proposed over the next 5 years include the following:**

- Capital financing requirements reflect the current and increasing borrowing requirement proposed in the Capital Investment Programme, interest payable of 4%, and the Council's prudent revenue provision policy
- Tenancy and General Management includes the funding requirement for tenant functions including caretaking, the allocations and rehousing unit, compliance and 24-hour services

- Hostels and Other Accommodation include the estimated operating costs and service charge recovery levels for proposed new older persons community living schemes and for additional temporary and family supported accommodation
- Rents and service charge levels reflecting planned increases in stock and assumed timings of availability for let of new units
- Other income includes any available grant funding, staff recharges to capital schemes and other recharges
- Drawdowns as required from earmarked reserves as a result of increased capital financing commitments in the medium term.

Over the longer-term period of the 30 year plan, other key assumptions are built into the financial model to test and demonstrate the ongoing viability of the plan and to ensure that service objectives can be met. **The following should be noted:**

- Planned drawdowns from earmarked reserves to meet any in year shortfalls in the medium term due to the impact of high levels of borrowing ahead of availability of related rental income from new stock
- In the absence of any confirmed new rent policy, prudent forecasts for rent uplifts assumed for the longer term (CPI +0.5%)
- Tenanted service charges assumed to increase by inflation for cost recovery where appropriate
- Stock numbers assumed to increase in line with the New Build Development Programme and timings for availability for let
- The plan provides for service growth and additional pressures particularly linked to increases in stock and the estimated requirements for ongoing management and maintenance
- Capital financing costs reflecting the assumed borrowing costs and in line with the planned Capital Programme over the period
- The Major Repairs Allowance grant is assumed towards Capital Programme spend over the 30 years
- Contributions to reserves where surpluses become available to mitigate against future risk including increasing and unforeseen costs such as the price of materials and the uncertain rent policy in the medium/long term.

## CAPITAL EXPENDITURE AND INCOME

Planned capital investment and resources assumed to pay for the investment are also identified within the model, with the first five years shown in the table below.

	2023/24	2024/25	2025/26	2026/27	2027/28	Total
	£000	£000	£000	£000	£000	£000

Regeneration and Area Improvements	2,150	2,450	2,450	2,450	2,650	12,150
External and Internal Imps	15,850	27,010	31,370	14,470	16,120	104,820
New Build and Acquisitions	90,000	69,800	48,925	68,800	96,700	374,225
Disabled Facilities Adaptations	3,000	3,000	3,000	3,000	3,350	15,350
<b>Total Expenditure</b>	<b>111,000</b>	<b>102,260</b>	<b>85,745</b>	<b>88,720</b>	<b>118,820</b>	<b>506,545</b>

Major Repairs Allowance Grant	(9,570)	(9,570)	(9,570)	(9,570)	(9,570)	(47,850)	%
Additional Borrowing	(69,250)	(69,215)	(48,543)	(68,050)	(102,750)	(357,808)	9.5
Revenue / Reserves	(5,400)	(1,400)	0	0	0	(6,800)	70.6
External Grant and Conts.	(24,280)	(21,575)	(27,132)	(10,600)	(6,500)	(90,087)	1.3
Capital Receipts	(2,500)	(500)	(500)	(500)	0	(4,000)	17.8
<b>Total Resources</b>	<b>(111,000)</b>	<b>(102,260)</b>	<b>(85,745)</b>	<b>(88,720)</b>	<b>(118,820)</b>	<b>(506,545)</b>	<b>0.8</b>
							<b>100</b>

### Expenditure commitments proposed over the next 5 years include the following:

- Regeneration and area improvement projects to create better and safer places to live, with works including defensible space, road/footpath realignment, improvements to flats, garages, gullies, and open spaces.
- Investment in existing housing stock for priority energy efficiency schemes and to meet Welsh Housing Quality Standards to ensure homes are warm, safe, and secure.
- Completion of existing house building and acquisition programme to deliver more homes to tackle the significant affordable housing demand and suitability challenges in the city. In accordance with a report considered by Cabinet in November 2022, expansion of house building programme with the development of a new Housing Partnership to streamline the delivery and pace of outcomes.
- Adaptations to dwellings for eligible tenants to live independently and improve their movement in and around the home.

The programme is reviewed annually in line with the 30 year HRA Business Plan.

# Appendix B

## HRA Revenue Assumptions

The detailed 30 year financial model behind the HRA Business Plan includes several key assumptions used to determine the level of resources available to council housing over the next 5 years and in the context of the next 30 years.

**These key baseline assumptions are listed below:**

Key Assumptions	2023/24 %	2024/25 %	2025/26 %	2026/27 %	2027/28 %
CPI (based on OBR September forecasts)	5.30	-0.15	-1.19	1.05	2.00
Rent Uplifts (inclusive of CPI and based on previous September)	6.50	5.30	1.00	1.00	2.00
Bad debts	1.00	1.00	1.00	1.00	1.00
Void rents	1.75	1.75	1.75	1.75	1.75
Stock numbers	14,074	14,375	14,626	14,891	15,255
Average rent	£118.38	£124.65	£125.90	£127.16	£129.70
Reserves/balances	£23.610m	£23.610m	£24.110m	£23.610m	£22.110m

**Other background information on the build-up of the plan includes the following:**

- Rent increases in line with WG guidelines taking account of forward indicators for inflation factors (6.5% uplift for 2023/24, 5.3% for 2024/25 reflecting the OBR forecast for September 2023 reducing to 1% for 2025/26 and back up to 2% for 2027/28).
- In the absence of an agreed pay award, 6% annual uplifts are included for 2023/24. Provision is also made for employers' National Insurance and Superannuation contributions, employee incremental pay progression as well as other full year impacts of the costed establishment including Apprenticeship levies and the Real Living Wage. Pay uplifts at 2% are assumed for 2024/25 and 1% thereafter.
- Stock levels as assumed using data from new build programme and timings of availability for let.

# Appendix C

## Risk Matrix

Risk Description	Impact	Pre-Mitigation Risk Analysis	Mitigating Controls	Post-Mitigation
<p><b>Restricted rent uplift in future years due to changes to the rent policy beyond 2024/25 or to levels of CPI</b></p> <p><b>Stream of income (rents and service charges) means there is no control.</b></p>	<p>Potential impact on level and quality of service provision to tenants and capital schemes that can be taken forward.</p> <p>Impact of affordability, prudence, and sustainability of additional borrowing.</p> <p>Impact on local and national affordable housing targets.</p>	<b>Red</b>	<p>Review and prioritise revenue operating costs to identify savings.</p> <p>Review and reprioritisation of the Capital Programme and realignment where feasible of future spend plans.</p> <p>Continue to liaise and consult with the WG on future rent policy highlighting the importance of ensuring that capital commitments currently being entered into remain affordable.</p> <p>Reduce new build development programme where other capital realignment is not possible.</p> <p>Consider and budget for use of earmarked reserves and general balances to support financial resilience.</p>	<b>Red</b>
<p><b>Cost inflation increase above rent uplifts</b></p>	<p>Increase in costs of supervision, management and repairs and maintenance, including capital contracts.</p> <p>Increased cost of energy and fuel. Operational buildings, Hubs, and warm rooms.</p>	<b>Red</b>	<p>Review and reprioritise revenue operating costs and consider a reduction or deferral in planned expenditure (where feasible and in line with stock condition requirements), including within the Capital Programme where any variations to planned spend are feasible/not committed.</p>	<b>Amber</b>
<p><b>A reduction in the (£9.5m per annum) WG Major Repairs Allowance (MRA) grant</b></p>	<p>Impact on achievability and ongoing maintenance of WHQS.</p> <p>Impact on the achievability of the Capital Programme.</p>	<b>Red</b>	<p>Review and reprioritisation of the Capital Programme allowing for committed spend but realigning future spend plans.</p> <p>Reduce new build development programme where other realignment is not possible.</p>	<b>Amber</b>

Risk Description	Impact	Pre-Mitigation Risk Analysis	Mitigating Controls	Post-Mitigation
<b>Failure to meet new build housing programme targets</b>	<p>Failure to reduce housing waiting list due to delays to timing of lettings of new build properties.</p> <p>Impact on temporary accommodation and homelessness.</p> <p>Holding costs of vacant sites and revenue costs of development teams.</p> <p>Reduction in rental income receivable and resources available to support the HRA budget.</p>	<b>Red</b>	<p>Contractual commitments are closely monitored by the Housing Development and Capital Finance Board.</p> <p>Individual project viability is reviewed at key stages of the scheme development. Ongoing review of new build programme development and resources required.</p>	<b>Amber</b>
<b>Treasury Management</b>	<p>Unplanned Increased interest cost payable for any capital expenditure incurred or planned to be incurred which is to be paid for by borrowing.</p>	<b>Red</b>	<p>Integrated Council wide Treasury Management policy and strategy</p> <p>Borrowing at fixed rates where possible to ensure certainty for business planning.</p> <p>Regular review of business plan for viability and affordability.</p> <p>Viability parameter governance and approval by Governance Board to control risk.</p> <p>Consideration of interest rate risk and financial resilience mitigations prior to approval of any viability and entering into contract awards.</p> <p>Review of affordability indicators highlighting risk of Capital Financing costs as % of Net Revenue Stream.</p> <p>Transparency and clear approval process where market risk is proposed to be undertaken.</p>	<b>Amber</b>
<b>Challenge of Decarbonisation</b>	<p>Failure to plan and invest strategically to meet carbon reduction targets could result in failure to meet WG target.</p> <p>Impact on tenants' energy Costs. The requirement to meet the cost of decarbonisation without additional funding will impact on other programmes of work – could reduce borrowing capacity and reduce funds available for new build.</p>	<b>Red</b>	<p>Work closely with WG to understand key requirements, targets, delivery methods and costs.</p> <p>WHQS draft guidance sets a target date of 2029 to achieve SAP EPC energy rating of C and 2033 to achieve SAP EPC energy rating of A - significant external funding or technological advances will be required to achieve the shift from C to A.</p> <p>Plans in place to pilot renewable technology to meet the challenge.</p> <p>If measures are cost prohibitive the measures must be planned and included as part of future programmes of work.</p>	<b>Red</b>



Risk Description	Impact	Pre-Mitigation Risk Analysis	Mitigating Controls	Post-Mitigation
<b>Additional requirements within the new WHQS 2023 standard</b>	Lack of additional funding to deliver additional standards will impact on timescales/WHQS achievability.	<b>Red</b>	The draft WHQS 2023 guidance is currently at consultation stage. Further Welsh Government clarification to follow.	<b>Amber</b>
<b>Cost-of-Living Crisis</b>	Impact of cost-of-living crisis on tenants' ability to pay rent and service charges, resulting in increased arrears, requirement for bad debt provision and increased debt collection and recovery costs.  Reduction in rental income receivable and resources available to support the HRA budget.	<b>Amber</b>	Information and advice to tenants, e.g. through Into Work Services.  Maximisation of funding for promotion of available benefits and specific support  Introduction of the rent arrears pathway  Regular review of bad debts provision.  Continuous improvement service review to ensure value for money and maximisation of resources	<b>Green</b>
<b>Ensuring the accuracy of stock condition data, including the implementation of new standards</b>	Planned improvement schemes are incorrectly budgeted for and timescales to deliver are potentially unrealistic.	<b>Amber</b>	Stock condition data is continuously updated with live data and opportunities to survey properties taken to minimise inaccurate information.	<b>Green</b>
<b>Increased demand for services – Increased housing need, tenant support and advice, increased repairs and maintenance.</b>	Conflicting priorities within the available resources resulting in the need to ensure service delivery achieves maximum impact.	<b>Amber</b>	Tenant engagement and consultation.  Robust business planning and budget setting around identified priorities.  Management and monitoring of performance and against key performance indicators (KPIs).	<b>Amber/ Green</b>
<b>Resilience of the HRA in the face of global issues – refugees, conflict</b>	Implications on existing resources.	<b>Amber</b>	Seek national support and guidance.	<b>Green</b>

# Appendix D

## Sensitivity Analysis

The assumptions within the HRA business plan are based on best information and will be subject to a risk of change. The table below sets out some key areas of sensitivity and the potential financial impact on the plan, using the 2023/24 budgets for illustration.

This is on the assumption that all other factors remain constant and no mitigation/offsetting actions are in place. In reality, as set out in the table at **Appendix C**, planned mitigation would take the form of numerous and varied measures to ensure a viable financial position is maintained.

KEY ASSUMPTIONS 2023/24	REVISED ASSUMPTION 2023/23	FINANCIAL IMPACT £'000	SERVICE IMPACT	MITIGATION
CPI 6.5%	CPI 4%	+£2.007 m	A 2.5% reduction in the level of CPI to 4% reduces rental income and available revenue resources impacting the flexibility in service provision and ability to meet tenant priorities	<ul style="list-style-type: none"> <li>Review and prioritise revenue operating costs to identify savings.</li> <li>Consider and budget for use of earmarked reserves and general balances to support financial resilience.</li> <li>Review and reprioritisation of the Capital Programme and realignment where feasible of future spend plans.</li> <li>Continue to liaise and consult with the WG on future rent policy highlighting the importance of ensuring that capital commitments currently being entered into remain affordable.</li> <li>Reduce new build development programme where other capital realignment is not possible</li> </ul>
Employers' Pay Award 6%	Employers' Pay Award 8%	+£0.724 m	An increased pay award at 8% results in an increased funding requirement reducing the flexibility to progress other plans and priorities	<ul style="list-style-type: none"> <li>Use of earmarked reserves.</li> <li>Review and reprioritise revenue operating costs.</li> <li>Consider a reduction in planned expenditure including within the Capital Programme where any variations to planned spend are feasible/not committed.</li> </ul>

<p>Void rent loss 1.75%</p>	<p>Void rent loss 1%</p>	<p>-£0.641 m</p>	<p>A 0.75% decrease in the void rent loss increases potential rental income generated and the resources available to fund planned programmes of investment and service provision</p>	<ul style="list-style-type: none"> <li>• Consider and budget for transfer of additional resources to replenish earmarked reserves and support financial resilience.</li> <li>• Reduce borrowing via increased direct revenue financing in year with impact on future capital financing costs.</li> </ul>

# Appendix E

## HRA Business Plan 30 year Budget Forecast

		Income				Expenditure						Surplus (Deficit) for the Year	Total Balances/ Reserves
Year	Year	Net rent Income	Other income	WG Aff Hsg Grant*	Total Income	Management	Repairs & Maintenance	Other Revenue spend	Total Expenditure	Capital Charges	DRF		
		£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
1	2023.24	95,254	2,499	575	98,328	(40,447)	(22,806)	(5,794)	(69,047)	(27,881)	(1,400)	0	23,610
2	2024.25	103,203	2,474	575	106,252	(43,782)	(23,162)	(5,754)	(72,699)	(32,153)	(1,400)	0	23,610
3	2025.26	107,648	2,478	575	110,701	(45,287)	(23,394)	(5,609)	(74,290)	(35,912)	0	500	24,110
4	2026.27	110,917	2,486	575	113,977	(46,317)	(23,763)	(5,715)	(75,795)	(38,683)	0	(500)	23,610
5	2027.28	115,431	2,496	575	118,502	(46,981)	(24,276)	(5,874)	(77,131)	(42,872)	0	(1,500)	22,110
6	2028.29	121,565	2,507	575	124,647	(47,764)	(24,985)	(6,017)	(78,766)	(48,327)	0	(2,446)	19,663
7	2029.30	127,228	2,519	575	130,322	(48,563)	(25,715)	(6,163)	(80,442)	(50,662)	0	(781)	18,881
8	2030.31	131,697	2,614	575	134,886	(49,378)	(26,468)	(6,313)	(82,158)	(53,004)	0	(276)	18,605
9	2031.32	135,531	2,626	575	138,732	(50,837)	(27,384)	(6,531)	(84,753)	(54,491)	0	(511)	18,094
10	2032.33	139,401	2,639	575	142,615	(52,341)	(28,597)	(6,757)	(87,694)	(54,140)	0	780	18,874
11	2033.34	142,969	2,651	575	146,196	(53,891)	(29,725)	(6,990)	(90,606)	(54,800)	0	790	19,664
12	2034.35	146,723	2,665	575	149,963	(55,487)	(30,898)	(7,232)	(93,618)	(55,605)	0	740	20,404
13	2035.36	150,576	2,678	575	153,829	(57,133)	(32,118)	(7,482)	(96,733)	(56,667)	0	429	20,834
14	2036.37	154,530	2,757	575	157,862	(58,828)	(33,386)	(7,741)	(99,955)	(57,705)	0	202	21,035

		Income				Expenditure							
Year	Year	Net rent Income	Other income	WG Aff Hsg Grant*	Total Income	Management	Repairs & Maintenance	Other Revenue spend	Total Expenditure	Capital Charges	DRF	Surplus (Deficit) for the Year	Total Balances/Reserves
		£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000	£,000
15	2037.38	158,588	2,771	575	161,935	(60,576)	(34,705)	(8,008)	(103,288)	(58,551)	0	95	21,130
16	2038.39	162,753	2,786	575	166,115	(62,376)	(35,908)	(8,285)	(106,569)	(59,594)	0	(48)	21,082
17	2039.40	167,028	2,801	575	170,405	(64,232)	(37,153)	(8,572)	(109,956)	(60,377)	0	71	21,153
18	2040.41	171,416	2,817	575	174,808	(66,144)	(38,441)	(8,868)	(113,454)	(61,282)	0	72	21,225
19	2041.42	175,920	2,833	575	179,327	(68,116)	(39,774)	(9,175)	(117,064)	(62,602)	0	(340)	20,886
20	2042.43	180,542	2,924	575	184,041	(70,147)	(41,153)	(9,492)	(120,793)	(63,718)	0	(470)	20,416
21	2043.44	185,286	2,941	575	188,801	(72,241)	(42,382)	(9,821)	(124,443)	(64,554)	0	(195)	20,220
22	2044.45	190,155	2,958	575	193,688	(74,399)	(43,647)	(10,160)	(128,206)	(65,519)	0	(37)	20,183
23	2045.46	195,152	2,976	575	198,703	(76,623)	(44,949)	(10,512)	(132,084)	(66,289)	0	330	20,513
24	2046.47	200,282	2,994	575	203,850	(78,915)	(46,291)	(10,876)	(136,082)	(67,131)	0	637	21,150
25	2047.48	205,546	3,012	0	208,558	(81,278)	(47,673)	(11,252)	(140,203)	(68,104)	0	251	21,402
26	2048.49	210,950	3,119	0	214,068	(83,714)	(49,096)	(11,642)	(144,452)	(68,902)	0	715	22,117
27	2049.50	216,496	3,138	0	219,634	(86,225)	(50,561)	(12,045)	(148,831)	(69,745)	0	1,058	23,175
28	2050.51	222,188	3,159	0	225,346	(88,813)	(52,070)	(12,462)	(153,345)	(70,833)	0	1,168	24,343
29	2051.52	228,030	3,179	0	231,210	(91,481)	(53,625)	(12,893)	(157,999)	(72,069)	0	1,141	25,485
30	2052.53	234,027	3,201	0	237,228	(94,232)	(55,226)	(13,340)	(162,797)	(73,017)	0	1,413	26,898

Please note: The Business Plan 30 year financial model categorises some information differently to the short/medium term budgets and therefore figures may vary.

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## CARDIFF COUNCIL

**Equality Impact Assessment  
Corporate Assessment Template**



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

<b>Policy/Strategy/Project/Procedure/Service/Function Title:</b>
<b>New/Existing/Updating/Amending:</b> New

<b>Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?</b>	
Name: Jane Thomas	Job Title: Director (Adults, Housing & Communities)
Service Team: Housing & Communities	Service Area: People and Communities
Assessment Date: 23/01/2023	

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

The purpose of the Business Plan is to provide an insight into existing services currently delivered under the Housing Revenues Account (HRA).

The HRA Business Plan aims to;

- set out Cardiff's purpose and vision as a social housing landlord;
- set out its objectives and standards for the service;
- plan how the service aims to achieve the objectives and standards set out (the strategies);
- plan resource and financial requirements;
- provide a framework for monitoring and evaluating the progress of the housing 'business';
- communicate Cardiff's plans to its tenants, members, the Welsh Government, other key stakeholders, partners and the wider community.
- identify the estimated stock and management needs over a 30 year period, against forecast resources to demonstrate that the Housing Revenue Account remains viable over that period.
- Detail our development programme, which will deliver in excess of 4,000 new homes over the next 10 years

# CARDIFF COUNCIL

## Equality Impact Assessment Corporate Assessment Template

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.]

The Plan contains some statistics to provide information on the use of some Housing services, however the main function of the Plan is to inform the reader of what services are delivered from the HRA.

Existing strategies and policies that have had Equality Impact Assessments completed inform the Plan.

### 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 Plan sets out details of specific targeted housing services which will have a positive effect on older people. It also outlines the new build developments being built to support older people to live independently.

The Plan also sets out how specialist accommodation and support pathways and employment support schemes support younger people in Cardiff.

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

None - all aspects of the Plan are designed to be inclusive and have a positive outcome for all those living in Cardiff.



**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**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.**

All aspects of the Plan are designed to be inclusive, however, The Plan is a text document, those with a visual impairment would not be able to read it.

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

In order to ensure the Plan is available to all, it will be made available with a read aloud function.

**3.3 Gender Reassignment**

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

	Yes	No	N/A
<b>Transgender People</b> (Transgender people are people whose gender identity or gender expression is different to the gender they were assigned at birth)		X	

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

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

<b>What action(s) can you take to address the differential impact?</b>
No negative impact anticipated, however careful monitoring of housing services will take place to ensure that no service users are unduly impacted.

**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		<b>X</b>	
Civil Partnership		<b>X</b>	

<b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b>
The Plan sets out housing services that are inclusive and available to those who are married or in a civil partnership. The Plan does set out homelessness and support services available specifically to those who are single.
<b>What action(s) can you take to address the differential impact?</b>
No negative impact anticipated. However, careful monitoring of services will take place to ensure that no service users are unduly impacted.

**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		<b>X</b>	
Maternity		<b>X</b>	

CARDIFF COUNCIL

Equality Impact Assessment  
Corporate Assessment Template

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

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted.

**3.6 Race**

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

	Yes	No	N/A
White		X	
Mixed / Multiple Ethnic Groups		X	
Asian / Asian British		X	
Black / African / Caribbean / Black British		X	
Other Ethnic Groups		X	

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

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**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.**

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

No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted

**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.**

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

The Plan is inclusive and designed for all council tenants, whatever gender they identify as. No negative impact anticipated, however careful monitoring of services will take place to ensure that no service users are unduly impacted.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**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.**

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

The Plan is inclusive and designed for all service users - no impact identified.

**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 plan sets out how we are supporting council tenants through the cost of living crisis and outlines that financial support schemes and bespoke advise via the Welfare Liaison Team is available.

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

N/A

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

**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.**

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

All Welsh language policies will be followed. The Plan will be bilingual.

**4. Consultation and Engagement**

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

A tenant's survey was sent to council tenants during 2022/23 and 1,113 surveys were completed. The survey found that 80.5% were happy that their property met their needs. 80.2% were satisfied with their local neighbourhood as a place to live. 76.7% were satisfied that their rent provided value for money and 70% who used the repair service in the past 12 months were satisfied with the service.

Comments from the survey will be used to inform service development over the coming year

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

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

<b>Groups</b>	<b>Actions</b>
Age	N/A
Disability	Ensure the availability of the 'read aloud' function when publishing the Plan to ensure those with a visual impairment are not negatively impacted in accessing the information.
Gender Reassignment	N/A
Marriage & Civil Partnership	N/A
Pregnancy & Maternity	N/A
Race	N/A
Religion/Belief	N/A
Sex	N/A
Sexual Orientation	N/A
Socio-economic Duty	N/A
Welsh Language	N/A
Generic Over-Arching [applicable to all the above groups]	N/A

**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: Jessica Tomlinson	Date:23.1.23
Designation: Improvement Project Manager	
Approved By: Jane Thomas	21.2.23
Designation: Director Adults Housing and Communities	
Service Area: Housing and Communities	

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](mailto:equalityteam@cardiff.gov.uk).

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

For further information or assistance, please contact the Equality Team-  
[equalityteam@cardiff.gov.uk](mailto:equalityteam@cardiff.gov.uk)



By virtue of paragraph(s) 14, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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**ENERGY EFFICIENCY RETROFIT SCHEME OF MIXED TENURE  
UNIMPROVED BISF PROPERTIES IN LLANDAFF NORTH AND  
RUMNEY**

**HOUSING AND COMMUNITIES (COUNCILLOR LYNDA THORNE)**

**AGENDA ITEM: 10**

**Reason For This Report**

1. To agree the approach to deliver a mixed tenure energy efficiency retrofit scheme to unimproved British Iron and Steel Federation (BISF) properties in Llandaff North and Rumney (up to 252 properties)
2. To approve the commissioning strategy and proposed procurement model and arrangement for the scheme.
3. Delegate the commencement of procurement for the scheme manager/contractor to the officer/s as referred to in recommendation 2.

**Background**

4. The Welsh Government (WG) funded Arbed schemes have been improving the energy efficiency of Welsh homes since 2009. They are neighbourhood-based schemes aimed at areas of deprivation where households are likely to be in fuel poverty and can cover all tenures of housing.
5. One Planet Cardiff, the Council's climate change strategy, identifies that housing is a significant contributor to the city's carbon emissions, and includes a commitment to facilitate the improvement of the energy performance of all tenures of the city's housing.

**Previous Arbed schemes**

6. From 2009 to 2021 Cardiff Council submitted successful bids and the following schemes were completed utilising Arbed funding:
  - Arbed 1: Caerau British Iron and Steel Federation (BISF) external wall insulation (EWI)
  - Arbed 2: Brynfedw external wall insulation (EWI) (2 schemes) and Trowbridge external wall insulation (EWI) (3 schemes)

- Arbed 3: Grangetown solar power and central heating retrofit scheme.

### **BISF scheme in Llandaff North and Rumney**

7. BISF properties are a steel framed non-traditional build type which is classed as both 'hard to treat' and 'hard to heat'. They are thermally inefficient and costly for residents with regards to fuel bills.
8. Cardiff has BISF properties in three areas of the city – Careau, Llandaff North and Rumney. The properties in Caerau have been improved using previous Arbed funding to install external wall insulation (EWI). These improvements helped lift residents out of fuel poverty and increased the energy performance of the properties.
9. Many residents in the remaining unimproved properties are in, or at risk of, fuel poverty due to their low-income levels combined with this 'hard to heat' property build type. Llandaff North and Rumney wards are in some of the most deprived areas in the city according to the Welsh Index of Multiple Deprivation. Many private residents are unable to fund improvements themselves.
10. A 2007 report on Cardiff's BISF housing undertaken by Cardiff University's Welsh School of Architecture supports external wall insulation (EWI) as the primary retrofit measure to improve the thermal efficiency of these properties. Additional input and advice from the British Research Establishment (BRE) to Welsh Government (WG) in recent years has confirmed that external wall insulation (EWI) is the only viable measure to retrofit BISF properties from an energy efficiency perspective.
11. The Council has been seeking funding to install external wall insulation (EWI) to the remaining unimproved BISF properties in Llandaff North and Rumney for several years.
12. Therefore, Cardiff Council put forward a potential scheme to Welsh Government (WG) (to be delivered by their Scheme Manager, Arbed am Byth) under the Arbed 3 scheme to install external wall insulation (EWI) to the remaining unimproved BISF properties (252) in Cardiff in Llandaff North and Rumney. The proposal was for Welsh Government (WG) to fund the private tenure homes (152) and Cardiff Council to fund the Council homes (100) in a holistic mixed tenure scheme.

### **Issues**

#### **Arbed 3 scheme closure and subsequent scheme progression**

13. The Welsh Government (WG) Arbed 3 scheme ended in November 2021. A decision to proceed with the BISF scheme was not agreed by this time.

14. Since the closure of the Arbed 3 scheme Cardiff Council has been working with Welsh Government (WG) to develop a viable scheme, in which Cardiff Council would deliver a mixed tenure scheme and Welsh Government (WG) would provide a grant to the Council for the private tenure properties in the scheme. The Council would then fund the works to their own housing stock through the Housing Revenue Account.
15. Following the closure of the Arbed 3 scheme a new grant application was submitted to Welsh Government (WG) for the BISF scheme on the above basis and an Agreement in Principle (AIP) was issued by the Welsh Government in February 2022 to indicate their support for the scheme proposed.
16. A detailed business case with updated increased costings was requested by Welsh Government (WG) as part of the grant application process. This was submitted to Welsh Government (WG) in May 2022 with additional information requested and submitted later that month. A draft offer letter was finally received in January 2023.

### **Costings**

17. The estimated cost of capital works has been calculated as follows:
  - £4.224m to upgrade the private tenure properties with external wall insulation (EWI) (152 properties)
  - £0.425m to insulate ceilings in the private tenure properties (152 properties)
  - £2.779 to upgrade the Council properties with external wall insulation (EWI) (100 properties)
  - Total £7.428m mixed tenure scheme to be procured.
18. Due to the current fluctuations of pricing in the construction industry we will not know the true cost of works until we undertake a procurement exercise. Given these uncertainties Welsh Government (WG) have agreed to reconsider the grant details should costs come in higher than the current grant offer.
19. In the unlikely event that the grant is fully spent before the scheme is completed, the scheme will be paused, and further suitable funding will be sought to complete the remaining properties.

### **Funding arrangement**

20. A draft grant offer was received from Welsh Government (WG) in January 2023 for capital works amounting to £4.649m to retrofit up to 152 private tenure BISF properties in Llandaff North and Rumney as part of a mixed tenure scheme to be delivered by the Council. The draft grant letter also included £0.140m revenue funding for staff costs to deliver the scheme. This gives a total capital and revenue grant offer of £4.789m.

21. The Housing Revenue Account will fund the 100 council properties within the scheme. There is provision in the approved capital budget of £750k in 2023/24, £2m in 2024/25 and a further £1.750m in 2025/26 to undertake this work. This budget allocation should adequately cover the costs of the council properties and funding can be drawn earlier, if necessary, as the scheme progresses.
22. The external wall insulation (EWI) is specified as a mineral wool system with a 25-year guarantee and is naturally non-combustible with the best A1 classification. This is without sacrificing high levels of thermal and acoustic performance and contributing to better indoor air quality.
23. Funding will be claimed from Welsh Government (WG) quarterly in arrears on completion of works.

### **Scheme procurement**

24. Welsh Government (WG) have recommended that a single scheme manager/Contractor is appointed to deliver the scheme, but if necessary due to market forces will allow different scheme managers/Contractors on the two geographic areas (Llandaff North and Rumney).
25. It is proposed to utilise the Framework For Planned Works To Domestic Properties to procure a scheme manager/s. Should no contractors on the framework be able to take on the volume of work within Welsh Government (WG) grant timescales then the United Kingdom (UK) Procurement for Housing Framework will be utilised. The administrators or the Procurement for Housing Framework are of the opinion that there would be interest in the scheme from contractors on the framework as they have recently offered similar projects through the framework and sufficient bids have been received. The tender will specify local installers in order to stimulate the local economy, maximise community benefits and upskill the local workforce in 'green skills.'
26. As the total scheme cost is above the £5 million procurement threshold Cabinet approval is required to proceed with the procurement.

### **Scheme delivery**

27. The scheme will be managed by the Council's Building Improvement Planned Maintenance Team. The team will have dedicated officers to oversee the contract who will visit both sites regularly to inspect that works are on schedule and to standard.
28. An external Retrofit Coordinator will be assigned to the project to ensure the competency and work quality of contractors and their adherence to the desired design and product specifications. The Retrofit Coordinator will also register the scheme with Trust Mark (Government endorsed quality scheme) and "sign off" properties within the scheme as there are completed.

29. The Welsh Government (WG) grant covers the financial years 2022/23, 2023/24, 2024/25.
30. Due to the nature of external wall insulation (EWI) installations work may slow down during the winter months depending on air temperature and rainfall. The proposed timetable is:
- Winter / spring 2023: Procurement process to engage Scheme Manager/s including Retrofit Coordinator
  - Spring 2023 – summer 2023: Resident engagement, property surveys, resident sign up, site compounds set up, initial start-up of works
  - Autumn 2023 – winter 2024: Ongoing installation works as weather permits but more focus on customer satisfaction surveys / sign off for properties, engagement / surveys / sign up for any properties not done in previous year
  - Spring 2024 – autumn 2024: Ongoing installation works
  - Autumn 2024 – spring 2025: Ongoing install works, customer satisfaction surveys / sign off / scheme closure

#### **Local Member consultation**

31. Local ward members have been informed and are keen for the scheme to progress.

#### **Reason for Recommendations**

32. To improve the energy efficiency and thermal comfort of up to 252 mixed tenures unimproved BISF properties.

#### **Financial Implications**

33. Subject to the outcome of a procurement exercise, funding is available from a Welsh Government Grant award and the Housing Revenue Account Capital Programme towards the estimated costs of the works proposed. Any expenditure should be in accordance with the terms and conditions of the grant. In addition, grant funding is available towards the revenue costs of operating and co-ordinating the delivery of the scheme. Grant funding is only available until 31 March 2025. Resources and skills required to deliver the scheme in that timeframe and maximise grant funding need to be considered as part the delivery plan. Close project monitoring should be undertaken to ensure monitoring of costs, any variations and timescales. Where insufficient funding exists, numbers of units undertaken may need to be curtailed until additional approved budget is in place.

#### **Legal Implications**

34. These legal implications deal solely with the recommendation with regards procurement of a scheme manager/contractor as well as general procurement implications. It is understood that any procurement will be via a framework agreement, the detail of which will

be set out in the delegated report referred to in recommendation 2. Any procurement via a framework must be carried out in accordance with the process set out in the framework Agreement. The client department, under the contract procedure rules, is required to consult with procurement with regards choice of framework. Further legal and procurement advice should be sought as to the framework agreement, procurement and its terms and conditions including provision of work to private properties. Any terms and conditions should cover any potential obligations/liabilities the Council may have to third parties. It should be noted that the terms and conditions will be those as set down by the framework Agreement and the client department should satisfied themselves as to whether they are suitable for their requirements prior to commencing tender.

35. Any further legal implications will be set out in the delegated report referred to in recommendation 2.
36. With regards the appointment of the retrofit co-ordinator, this should be done in accordance with the Council's Contract procedure rules and governance procedures. Further legal and procurement advice should be sought as and when necessary.

### **Equality Duty**

37. 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.

### **Well-Being of Future Generations (Wales) Act 2015 - Standard legal imps**

38. 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.
39. In discharging its duties under the Act, the Council has set and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing 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 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.



40. 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
41. 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**

42. The decision maker must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council All decisions taken by or on behalf the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers of behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Council Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.
43. 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.
44. The report makes reference to grant and accordingly, the client department should satisfy itself with regards to the terms and conditions of the grant letter and that any procurement and work is carried out in accordance with the grant terms and conditions.

## **HR Implications**

45. There are no HR implications arising directly from this report.

## **Property Implications**

46. The property implications are set out in the body of the report. It will be important to undertake appropriate due diligence in regards to contractor selection, to ensure implementation is undertaken in line with agreed quality standards and affordability.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. Approve the commissioning strategy and proposed procurement models and arrangements for the mixed tenure energy efficiency retrofit scheme to unimproved British Iron and Steel Federation (BISF) properties in Llandaff North and Rumney (up to 252 properties)
2. Delegate authority to the Director, Adults, Housing & Communities, in consultation with the portfolio member for Housing and Communities and the Corporate Director, Resources and Director Governance and Legal Services, to deal with all aspects of the procurement relating to the energy efficiency retrofit scheme to unimproved BISF properties in Llandaff North and Rumney, including further development, choice of framework (if necessary) and setting of the contract evaluation criteria and the award of contracts and approval of any ancillary matters.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Jane Thomas</b> Director, Adults, Housing & Communities
	17 March 2023

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 23 MARCH 2023**

**ATLANTIC WHARF UPDATE**

**INVESTMENT & DEVELOPMENT (COUNCILLOR RUSSELL  
GOODWAY)**

**AGENDA ITEM: 11**

*Appendices 2-6 & 8-13 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 provide an update on the Indoor Arena project.
2. To provide an update and next steps for delivery of the Atlantic Wharf regeneration scheme.
3. To consider the Interim Business Case prior for the new MSCP subject to completion of Development Fund Agreement (DFA) for new Indoor Arena and the award of a contract to deliver the Multi-Storey Car Park to enable the regeneration of the Atlantic Wharf site and delivery of new Indoor Arena.
4. To obtain formal authorisation to write-off historic irrecoverable rent and service charge debts relating to the Red Dragon Centre in accordance with Part 3, Section 2, of the Cardiff Council Constitution, Executive Decision-making function number 20.

**Background**

5. In September 2021, Cabinet approved a Full Business Case for the delivery and operation of a new Indoor Arena. In July 2021, an Outline Business Case for delivery of a new Multi Storey Car Park (MSCP) was approved and authority was granted to develop an Outline Business Case for the redevelopment of the Red Dragon Centre.
6. In March 2022, outline planning permission was granted for the Atlantic Wharf site alongside detailed permission for the Arena, illustrated at Appendix 1.

## Issues

7. To enable the delivery of the Arena and to stimulate the next phase of development of Cardiff Bay, the Council acquired the Red Dragon Centre in late 2019. The asset was acquired as an investment, based on the value of rent paying tenants. Over the course of the pandemic, when leisure facilities were closed for long periods, rental income from tenants was impacted. For most tenants the Council negotiated payment plans which deferred rent for an agreed period allowing tenants time to recover and to catch-up. However, the pandemic also led to many business closures across the sector. Three businesses in the Red Dragon Centre closed with significant rental arrears and one business with significant arrears has had a new lease negotiated. The asset has delivered a surplus of rental income since it has been owned by the Council. This surplus has been reserved to enable the Council to manage the transition to a new development where rental income will inevitably be impacted for a period. Despite the loss of rental income caused by these business failures, the Centre remained in surplus. The Council has subsequently followed the normal processes to recover debt and is now in a position where irrecoverable rent now needs to be written off as bad debt.
8. Following the pandemic, the UK economy has experienced significant volatility with abnormal levels of inflation and significant interest rate rises. Inflationary pressures have pushed the original design of the new Indoor Arena from the procured figure of £180m to close to £280m. The Council's financial envelope established through a public procurement process is capped and therefore Live Nation has had to take responsibility for these price increases. Live Nation remains committed to the project and has secured board level approval to cover the costs. Nonetheless, Live Nation is now working to reduce the level of cost increase through a review of the Arena design and reconsideration of site infrastructure requirements.
9. The increase in interest rates is also having an impact on development, significantly reducing the value in projects to mitigate developer risk. This has led to a significant slow-down in the development sector. The redevelopment of the Red Dragon Centre, when considered in isolation, was always a fairly marginal development opportunity, given the nature of tenants accommodated in the building, i.e. low yield leisure-based tenants. The increase in interest rates means that an isolated redevelopment of the Red Dragon Centre is unlikely to be brought forward by the private sector in the near future and therefore the Council is reviewing its strategy and considering the inclusion of the Red Dragon Centre as part of a wider development opportunity.

## Indoor Arena

10. The cost of delivering the new Indoor Arena project has risen by more than 50%. Consequently, Live Nation has had to undertake a detailed review of the design to identify any opportunities to make savings. This has caused a significant delay to the programme. It is now anticipated that the final contract will be signed in July 2023 with a start on-site programmed for January 2024.

11. Despite the increase in costs and the delay, Live Nation remains fully committed to the project and has secured board approval to absorb the cost increase (see Confidential Appendix 2).
12. Nonetheless, their intention is to reduce the amount of additional investment required to mitigate the ongoing inflation risk to the project. Their review of costs covers all aspects of the design of the building including the structure of the building and the fabric of the building. However, it has been identified that a significant opportunity to reduce costs relates to the wider site infrastructure, site remediation, and energy opportunities.
13. The developer has provided some early revised indicative layouts for the Indoor Arena as well as some options for changes to external design. Any changes will be considered through the normal planning process. Some illustrations of updated design proposals are provided at Confidential Appendix 3.
14. As part of the ongoing design review, it has become increasingly clear that to deliver on the Council's vision for a carbon neutral sustainable development a wider energy strategy is required across the whole Atlantic Wharf site. The Arena is a key element in determining the wider energy strategy as set-out at Confidential Appendix 4. The intention is to develop an Outline Business Case for site energy infrastructure and to have a preferred strategy approved by Cabinet before the final contract is signed for delivery of the new Arena.
15. The review of site infrastructure, remediation and energy requirements for the Arena provides an opportunity to deliver benefits for the Council across the wider Atlantic Wharf site linking-in to projects such as the redevelopment of the Red Dragon Centre and whatever is subsequently decided for the current County Hall site. Consideration of any opportunities arising from this will form part of the Development Fund Agreement to be considered by Cabinet in July 2023.

### **Atlantic Wharf Masterplan**

16. The Atlantic Wharf masterplan was approved by the Local Planning Authority (LPA) in March 2022. The permission was granted as outline, reflecting the nature of the plan, which will evolve and change as opportunities and constraints arise.
17. A key aspiration of the plan is the redevelopment of the Red Dragon Centre to free up land for development and to enable a new stronger link back to the Cardiff Bay waterfront to establish the Atlantic Wharf site as a seamless extension of the Inner Harbour visitor attraction. Whilst lease arrangements at the Red Dragon Centre are primed to enable redevelopment, the Council also needs to protect its investment and therefore has begun negotiations with key tenants to relocate them into new purpose-built accommodation. This work has been progressing well with key tenants and the masterplan (attached at Confidential Appendix 5) is evolving to meet their needs.
18. The masterplan area also includes the current County Hall site. The initial masterplan approved by the LPA proposed residential development across the County Hall site, should the Council subsequently decide not to continue to use the current building. Cabinet is scheduled to consider an Outline Business Case

on its Core Office Estate in June which will identify a preferred strategy to be developed into a Full Business Case. The masterplan has evolved to consider options for the re-provision of Council offices on the existing site including shared facilities with the Wales Millennium Centre, Capella project, detailed below and at Confidential Appendices 5, 11 and 12.

19. Consideration of the whole of the Atlantic Wharf site presents an opportunity to identify economies of scale in the delivery of infrastructure requirements, in particular energy requirements, to meet future demands. There are also opportunities to reduce costs for both the Arena developer and the Council by implementing a shared remediation strategy across the whole site. Work to explore these opportunities is on-going and will be reported back to a future meeting of Cabinet.

### **Multi Storey Car Park**

20. The delivery of a new Multi Storey Car Park (MSCP) is a key enabling project for the delivery of the Indoor Arena and the wider Atlantic Wharf regeneration. There is a legal requirement for the re-provision of the parking spaces which will be lost with the construction of the Indoor Arena. It is also a major consideration in the regeneration of the Red Dragon Centre site with particular relevance to the phasing strategy as set-out in Confidential Appendix 6.
21. The car park will deliver approximately 1,300 spaces, circa 70% of the existing provision across Atlantic Wharf which supports the wider policy objectives to support public transport and active travel. Appendix 7 illustrates the red line boundary of the Atlantic Wharf site and the existing current provision being replaced at the location of the proposed new MSCP.
22. As part of the Business Case development for the delivery of the MSCP, the Council has completed a public procurement process to secure a contractor to deliver a system-build solution for the new MSCP. Confidential Appendix 8 outlines the process, the rationale, and the recommended bidder for the delivery of the new Atlantic Wharf MSCP.
23. The Business Case set-out within Confidential Appendix 9 updates the revenue model for the MSCP to include the procured project costs and the current market information with regards to the revenues for car parking charging, usage, and electrical vehicle charging. The Council has been able to procure the MSCP within the projected affordability envelope.
24. If the recommendation for the delivery of the MSCP is approved, the Council will enter a Pre-Contract Service Agreement (PCSA) with the recommended contractor prior to entering the build contract to allow the preferred contractor to develop designs and submit a planning application. Upon the granting of planning and the contract value remaining within the agreed affordability envelope, and successful completion of the PCSA activities the Council will enter into a build contract with the recommended contractor. The underwrite for the PCSA is contained within Confidential Appendix 8.
25. The build contract for new the MSCP will only be entered upon the DFA on the Arena is entered into by Council.

26. The Council is scheduled to conclude the acquisition of the Future Inns site in March and is expected to start on -site with the construction of the MSCP in the autumn of this year.
27. The Business Case for the new MSCP is set against the requirement and obligations for the delivery of the new Indoor Arena and the regeneration of Atlantic Wharf. The car parking charging model assumes that all car parking will be charged and there will be no free car parking. There will need be consideration in future reports for the regeneration of the RDC with regards existing and new tenants and the impact this may have on leases. However, the strategy is in-line with the Councils commitment to its transport plan and One Planet commitments. These decisions will have to been completed prior to entering build contract for the delivery of the new MSCP within Atlantic Wharf.

### **Red Dragon Centre (RDC)**

28. The Council has appointed external surveyors to assist with the development of an Outline Business Case (OBC) for the redevelopment of the Red Dragon Centre. The OBC is considering the following options:
  - Option 1 - remaining 'as is' with no changes to the existing leases or building.
  - Option 2 - extend current leases within the existing building footprint and undertake localised/minor works.
  - Option 3 - extend the current leases within the existing building in consideration of any building works requirements or modernisation required to extend the leases to an optimal level. Also, consider any development or disposal opportunities outside the current investment to deliver additional value.
  - Option 4 - the redevelopment of the Red Dragon Centre.
29. The development of the Outline Business Case for the Red Dragon Centre (RDC) has involved dialogue with various key tenants to understand their requirements, preferences, phasing and costs. To support the completion of the Outline Business Case there is now a requirement to undertake a further soft-marketing exercise. Given the situation with interest rates, the intention is to expand the opportunity across the wider Atlantic Wharf site, including the existing County Hall site (albeit subject to any future Cabinet decision on its future use). The proposed process will require the market to submit offers in-line with the development strategy outlined in Confidential Appendix 5.
30. The Council's preference is for the redevelopment of the Red Dragon Centre to be delivered through a private sector partner under Option 4. The soft-marketing process is to establish interest from the market and to identify a preferred delivery/investment approach. The process will ask interested parties to confirm whether they have an interest in providing indicative proposals on the basis of submitting offers based on acquiring land from the Council with the potential for the Council to buy back elements of the development but will not offer any

funding from the Council or any willingness to enter into any form of long lease or to act as a guarantor.

31. The aim is to conclude the marketing and to complete the Outline Business Case in time to return to Cabinet in July 2023. This will allow the Outline Business Case to take proper account of the Cabinet decision on the Core Office Estate scheduled for June 2023.
32. Confidential Appendix 10 highlights that there are number of smaller leases within the Red Dragon Centre that are due to expire in the summer of 2023. The Council is currently negotiating short-term extensions to these leases to optimise the short-term revenue position for the Council, whilst maintaining flexibility to enable redevelopment through the inclusion of appropriate breaks.

### **Bad Debt Write-Off**

33. The rental income from the Red Dragon Centre has always exceeded the cost of repaying borrowing to acquire the asset (see Confidential Appendix 10). This has created a surplus that has been ring-fenced to assist with any short-term rent issues and to manage the anticipated drop off in rental income during the transition to a new development. Since the pandemic the size of this surplus has diminished due to issues with recovering rent and business failure.
34. Confidential Appendix 10 provides details of 4 lease agreements that have a debt liability. A brief background has been provided for each lease. The liability relates to outstanding rent and service charges that are now highly unlikely to be recovered. Three leases involve businesses that have become insolvent, and one involves debt that has been renegotiated as part of a new lease agreement.
35. During the pandemic, Welsh Government put in place a COVID19 Hardship Fund to support Local Authorities in managing additional costs, or income loss, as a direct result of the pandemic. This fund was utilised to create a bad debt provision whilst negotiations were undertaken with tenants. The debt outlined in Confidential Appendix 10 has been fully provided for in the Council's bad debt provisions in accordance with the Council's debt provision policies, local accounting procedures and statutory accounting regulations. Where circumstances change, and it becomes possible to collect the debt then it will be written back on and pursued.

### **Capella (Production Studio)**

36. The Council has been in dialogue with the Wales Millennium Centre (WMC) throughout the development of the Atlantic Wharf masterplan due to its location and its link between the Atlantic Wharf site and the Cardiff Bay waterfront.
37. As part of these discussions WMC has set out its aspiration to deliver a new Production Studio facility in close proximity to their existing building. The Council has worked with WMC to develop a viable proposal as part of the Atlantic Wharf regeneration scheme. The Production Studios project, known as 'Capella', aims



to facilitate the production of local and national 'content' to support the WMC offer and help to develop the cultural offer within Cardiff and Wales. A summary overview of the Capella vision is attached at Confidential Appendix 11.

38. The Council and WMC have considered various locations across the Atlantic Wharf site as outlined at Confidential Appendix 12. The preferred option of WMC is an integrated solution with shared facilities as set out in Confidential Appendix 5.
39. The Outline Business Case for the Capella Project will be concluded as part of the Red Dragon Centre Outline Business Case as part of the consideration for the wider regeneration for the Atlantic Wharf, to be presented back to Cabinet in the summer of 2023 to identify the strategic options available.
40. In July 2021, Cabinet approved a Memorandum of Understanding (MOU) with WMC to initiate an Atlantic Wharf Cultural Production Partnership with the aim to work towards developing joint areas of working. This includes a shared vision and work programme to align Cardiff's economic strategy and creative sector development plans to maximise opportunities for talent development, expressive arts creative education and to support production and performance to boost the city's international cultural profile and to drive inclusive growth within the creative industries in Cardiff. The key objectives include:
  - To raise the international profile of the creative sector in Cardiff.
  - To increase the value of creative and cultural production in Cardiff.
  - To increase attendance and participation at creative/cultural productions events in Cardiff.
  - To support a diverse talent pipeline to sustain the creative sector in Cardiff.
41. Since July 2021, the MOU has been further developed to include the key principles relating to the delivery of the Capella project and is attached at Confidential Appendix 13. The principles set out in the MOU are subject to Cabinet approval of an Outline Business Case for the Capella project, which is scheduled to be reported back to Cabinet in July.

### **Next Steps**

42. To progress the Atlantic Wharf Regeneration Scheme, it is proposed that the Council will take forward the following next steps:
  - Enter a PCSA with the recommended contractor for the delivery of the Multi-Storey Car Park (MSCP) and, subject to the successful completion of the PCSA activities and the project remaining within the affordability envelope set out in the procurement documents, subsequent entry into the associated build contract with the recommended contractor. The contract for the new MSCP will also only be entered at the point the Arena DFA has been agreed and approved by Cabinet.

- Conclude the Outline Business Case for the Capella project for consideration by Cabinet in July 2023.
- Develop the Outline Business Case for the Atlantic Wharf Energy Strategy for consideration by Cabinet in July 2023.
- Commence a soft-marketing exercise covering the whole of the Atlantic Wharf site to attract interest in the redevelopment of the Red Dragon Centre and to assist with the completion of the Outline Business Case for the Red Dragon Centre redevelopment for consideration by Cabinet in July 2023.
- Complete the DFA for delivery of new Indoor Arena.

### **Reason for Recommendation**

43. To seek approval of the Full Business Case for the delivery of a Multi-Storey Car Park as part of the Atlantic Wharf regeneration scheme and to take appropriate next steps to accelerate the wider development.

### **Financial Implications**

44. This report provides progress updates on the Indoor Arena and the development of the business case for the WMC Capella, Energy Strategy and the next steps for the Councils vision for the regeneration of Atlantic Wharf including the progression of the Outline Business Case for the Red Dragon Centre. The report sets out that a business case led approach will be utilised with more detailed scheme proposals 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.
45. The report also seeks approval of the MSCP Interim Business Case and Procurement as set out in Confidential Appendix 9, as well as delegated authority to deal with all aspects of the delivery. The delivery of the MSCP is a Council obligation within the Indoor Arena Development and Funding agreement (DFA), with the construction of the MSCP and all associated costs due to be met from the Arena Affordability Envelope. This is expected to be delivered on a fully self-financing and sustainable basis in the long-term.
46. The MSCP Interim Business Case (attached as Confidential Appendix 9) sets out the proposed capital costs of delivery for the MSCP following an open procurement process, along with updates to the proposed revenue model for the MSCP to include current market information with regards to the revenues for car parking charging, usage, and electrical vehicle charging. The Council has been able to procure a contractor to deliver the MSCP within the projected affordability envelope, with the Interim Business Case in Confidential Appendix 9 indicating a positive NPV for the overall scheme, albeit there may be some annual cashflow implications in early years that will require careful financial management.
47. The Interim Business Case is currently based on a number of key assumptions re charging, policy and usage assumptions which will need to be reviewed again

ahead of financial close once more detailed information is known. These working assumptions include a revised charging format for Red Dragon Centre (RDC) customers, as well as the long-term parking strategy for Council staff using County Hall. These will need to be given further consideration as the Council progresses the business cases for linked projects such as the regeneration of the Red Dragon Centre and the Outline Business Case for the new Core Offices, with appropriate decisions to be taken once the financial implications of progressing in this way are more fully understood.

48. Confidential Appendix 9 also sets out details of phase one of the procured Design & Build contract with preferred contractor, including design development and submission of a detailed planning application to be delivered under a Pre-Construction Services Agreement (“PCSA”). The anticipated cost of the PCSA is outlined in Confidential Appendix 9 in the form of a Council underwrite. In practice, this gives the contractor the confidence to commit to delivering design and development work required to achieve a satisfactory planning consent, with the Council agreeing to underwrite these costs if, for reasons outside the contractors control, the main works contract did not proceed. However, if contractors detailed designs do not achieve planning consent, or exceed the affordability envelope set by open procurement, this work is at contractors’ risk and the Council will not be required to reimburse PCSA costs.
49. The report also seeks authorisation to write-off historic irrecoverable rent and service charge debts for Red Dragon Centre tenants as set out in Confidential Appendix 10. During the pandemic, Welsh Government put in place a COVID19 Hardship Fund to support Local Authorities in managing additional costs, or income loss, as a direct result of the pandemic. This fund was utilised to create a bad debt provision whilst negotiations were undertaken with tenants. This debt has been fully provided for in the Council’s bad debt provisions in accordance with the Council’s debt provision policies, local accounting procedures and statutory accounting regulations.
50. There are number of the smaller leases within the RDC are due to expire in summer 2023. The Council are negotiating extensions to these leases to optimise the revenue position for the Council whilst retaining break clauses to allow for future re-development subject to Cabinet approval of future business cases. Confidential Appendix 10 sets out projected cashflows over the next 5 years including projected revenue impacts linked to loss or revenue from 2023-24 initially and reducing again in 2025-26 when the MSCP and Travelodge are due to be delivered as part of the new Indoor Arena development. Cabinet must therefore be aware of the impending cashflow issues, in particular the reliance on generating sufficient rental income from tenants to service the debt and landlord costs that the Council will be liable for over the next 5 years and beyond. Any costs that cannot be managed within the income generated from leases will impact on wider Property Investment revenue budgets.
51. Recent inflationary increases in construction sector have resulted in significant rises in the projected cost of delivery for the Arena, MSCP and all associated Atlantic Wharf projects. Initial capital funding for delivery of the Arena and the MSCP remains in place via the Arena Affordability Envelope, however this will need to be continually reviewed to demonstrate ongoing affordability.

## **Legal Implications**

### *Indoor Arena*

52. As no decision(s) are being made at this time there are no legal implications associated with this update.

### *Atlantic Wharf Masterplan*

53. There are no legal implications associated with this update.

### *Multi Storey Car Park*

54. The Council evaluated the bids received in accordance with the evaluation criteria and methodology set out in the procurement documents, which led to the identification of the most economically advantageous tender. Further detail on the procurement process is set out in Confidential Appendix 8.
55. Cabinet approval is now sought to award the contract to Goldbeck Construction as the successful contractor.
56. Prior to entering into the contract with Goldbeck Construction the Council will be required to provide debriefing information and observe a mandatory 10-day standstill period in accordance with the Public Contracts Regulations 2015 (as amended).

### *Red Dragon Centre (RDC)*

57. Options 1 - 3 (as set out above) ought not raise any procurement law implications whereas Option 4 has the potential to engage the procurement rules, as per the comments, below.
58. Where the Council disposes of the RDC plot and/or wider plots within the Atlantic Wharf site, it is able to do so without engaging the procurement rules where those arrangements are straightforward land transactions.
59. However, where a land transaction includes development obligations being placed on a developer this may then fall within the scope of the procurement rules and (subject to value) may require the need for an FTS competitive tendering exercise to be advertised and conducted for the award of that opportunity.
60. Section 123 of the Local Government Act 1972 enables the Council to dispose of land "in any manner they wish", provided that it is for the best consideration reasonably obtainable, for any interest for a term exceeding 7 years (or an assignment which still has more than 7 years to run). The Council intends to dispose of the land by way of long leases so the best consideration obligations will apply. If a relevant disposal is for less than best consideration, it will require the consent of the Welsh Ministers unless the general consent applies. At this stage, the Council intends to carry out an open market testing exercise in order

that it can obtain an informed estimate of the market value of the [RDC][Plots available within the Atlantic Wharf Masterplan].

### *Capella (Production Studio)*

61. Further legal implications can be provided at a future cabinet on specific matters raised in this report as those matter develop.

### Equalities & Welsh Language

62. 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.
63. 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 socioeconomic 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.
64. 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 annexed to this report.
65. 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

66. 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.
67. 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.

68. 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.
69. 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

70. 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

71. This report outlines proposals for the use of land currently occupied by the main staff car park at County Hall. It is understood that the full detail of this will be considered as part of a further Cabinet report on Core Offices in June 2023. Whilst the trade unions have been previously consulted on broad proposals concerning staff car parking, there will be a need for full consultation in advance of any further report to Cabinet.

#### Property Implications

72. The Red Dragon Centre acquisition completed in January 2020, and no one could have foreseen the Covid pandemic. The Centre was forced to close, out of the first 12-months of the Council's ownership, the Centre was completely closed for 7-months. Gradual re-opening was introduced and whilst some of the tenants managed to mobilised staff and bring them back from furlough, some of the smaller tenants found this more challenging and adopted a phased opening. As a result, whilst various grants were available, it was inevitable that the rental and service charge income would be severely affected. Through the Council's appointed managing agents, the Council continues to manage the Centre and keep open dialogue with tenants.
73. In terms of the MSCP, Estates are currently managing the Pizza Hut property which is earmarked for demolition and have assisted in all other land matters in relation to assembling the relevant land required for the construction of the car park.

74. There are no further specific property implications to be reported at this stage. It should be noted that the Corporate Property Strategy 2021-26 (CPS) was approved at Cabinet in December 2021. The CPS sets out in detail on the Council's wider property strategy going forwards, including relevant targets over the next five years such as on carbon reduction, which may have a bearing how the individual project business cases are developed.

## RECOMMENDATIONS

Cabinet is recommended to:

- 1) Note the update on the new Indoor Arena project including the extension to the duration of the Pre-Contract Service Agreement.
- 2) Approve the Interim Business Case for the new Multi-Storey Car Park as set out in this report and at Confidential Appendix 9 and delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer, and the Monitoring Officer to enter into a Pre-Contract Service Agreement including the associated underwrite as set out in Confidential Appendix 8.
- 3) Authorise a soft-marketing exercise to promote the Atlantic Wharf site for investment as set out in this report to be reported back to a future meeting of Cabinet as part of the Outline Business Case for the redevelopment of the Red Dragon Centre.
- 4) Authorise the writing-off of bad debts as outlined in Confidential Appendix 10 and in accordance with Part 3, Section 2, of the Cardiff Council Constitution, Executive Decision-making function number 20.
- 5) Approve in principle the Memorandum of Understanding (MOU) relating to the Capella Project attached at Confidential Appendix 13 subject to an Outline Business Case and Heads of Terms being presented back to a future meeting of Cabinet for approval.
- 6) Authorise the development of an Outline Business Case for the Capella Project as outlined in this report and at Confidential Appendices 11 and 12 to be presented back to a future meeting of Cabinet for approval.
- 7) Note the Strategic Outline Case for the Atlantic Wharf Energy Strategy detailed at Confidential Appendix 4 and authorise the development of an Outline Business Case to be presented back to a future meeting of Cabinet for approval.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Neil Hanratty</b> <b>Director of Economic Development</b>
	<b>17 March 2023</b>

*The following appendices are attached:*

Appendix 1 - Atlantic Wharf Masterplan Planning Permission Overview  
Confidential Appendix 2 - Live Nation Letter  
Confidential Appendix 3 - Arena Vision Update (Draft)  
Confidential Appendix 4 - Energy Strategy - Strategic Outline Case  
Confidential Appendix 5 - Updated Atlantic Wharf Masterplan  
Confidential Appendix 6 - Phasing Strategy (Draft)  
Appendix 7 - Atlantic Wharf Site Plan  
Confidential Appendix 8 - Multi-Storey Car Park - Procurement  
Confidential Appendix 9 - Multi-Storey Car Park - Interim Business Case  
Confidential Appendix 10 - Updated Tenant Agreements & Financial Overview  
Confidential Appendix 11 - Overview of the Capella Project (Wales Millennium Centre)  
Confidential Appendix 12 - Capella Project Location Analysis (Wales Millennium Centre)  
Confidential Appendix 13 - MOU WMC Capella Vision  
Appendix 14 - Equality Impact Assessment (EIA)



# Atlantic Wharf Development

## Planning Permission Scheme

(Condensed Information)

February 2023

For Discussion Purposes Only

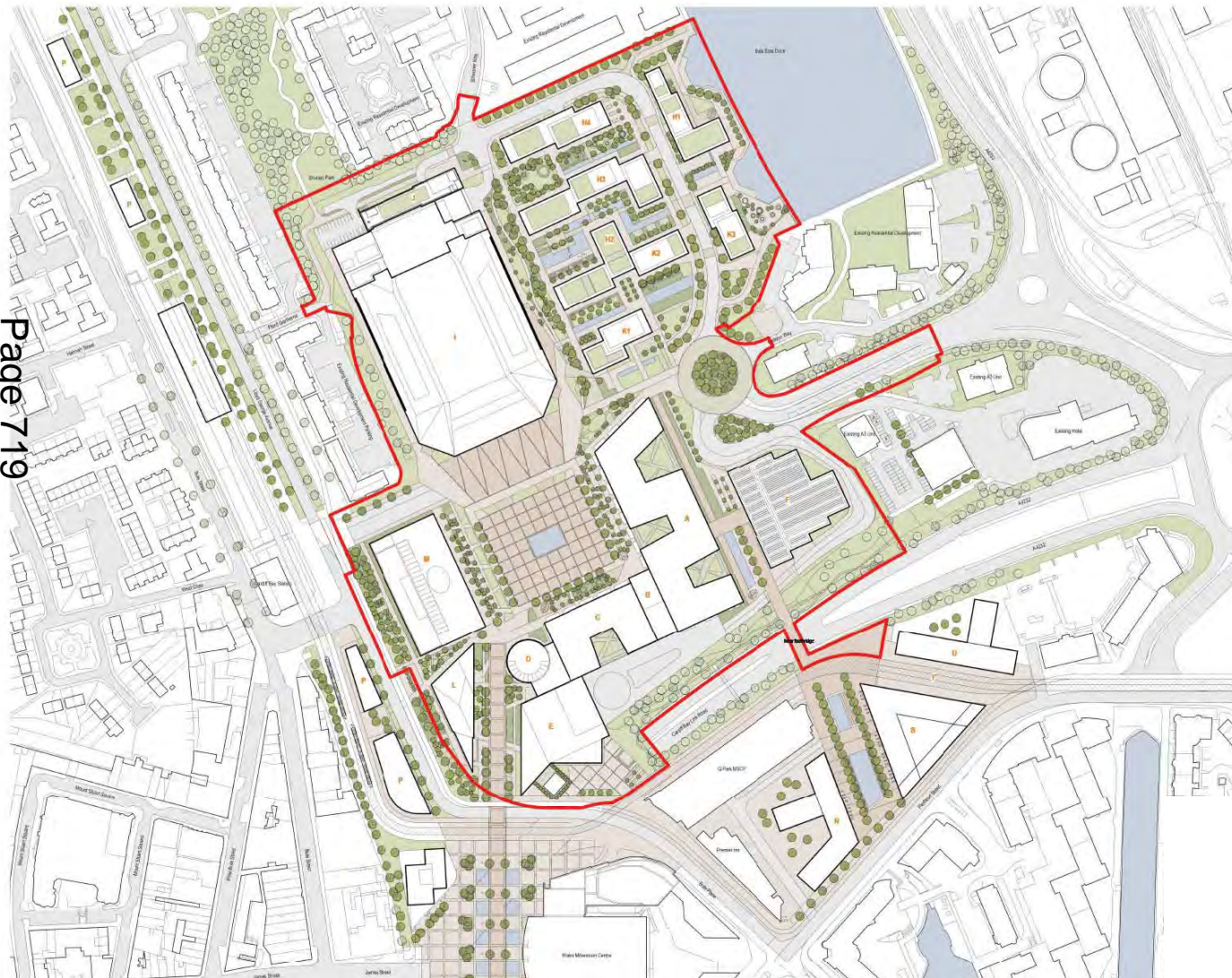
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# Illustrative Context Masterplan

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## Legend

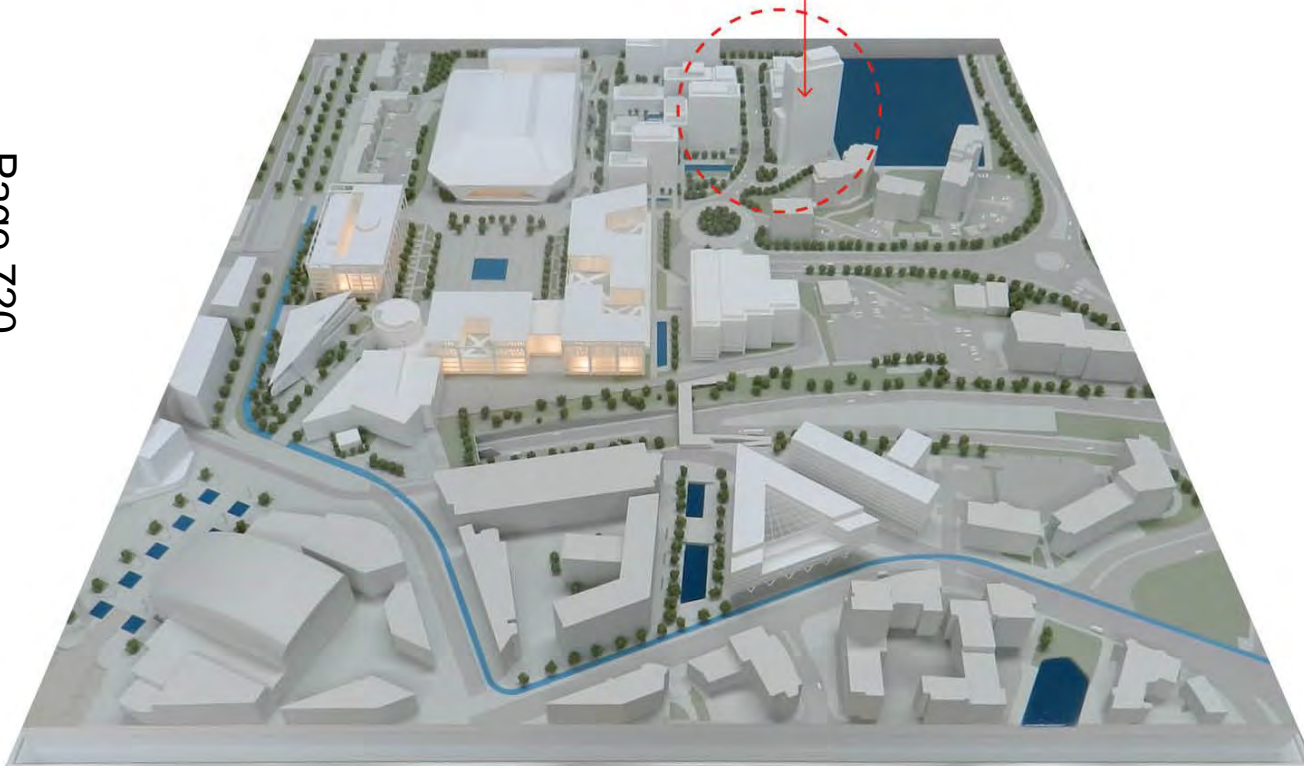
- A** New Red Dragon Centre
- B** This Is Wales
- C** Mixed Use
- D** Cardiff Story Museum
- E** WMC Academy
- F** MSCP
- H1-H4** Residential Plots
- I** Arena
- J** 3\* Hotel
- K1** 4\* Signature Hotel
- K2** Hotel
- K3** Aparthotel
- L** Contemporary Art Museum
- M** Commercial Office
- P** New Development Opportunities
- R** Mixed Used Development
- S** Mixed Used Development
- T** Transport Interchange
- U** Mixed Use Development
- Outline Application Boundary

# Physical Model (August 2021)

Page 720

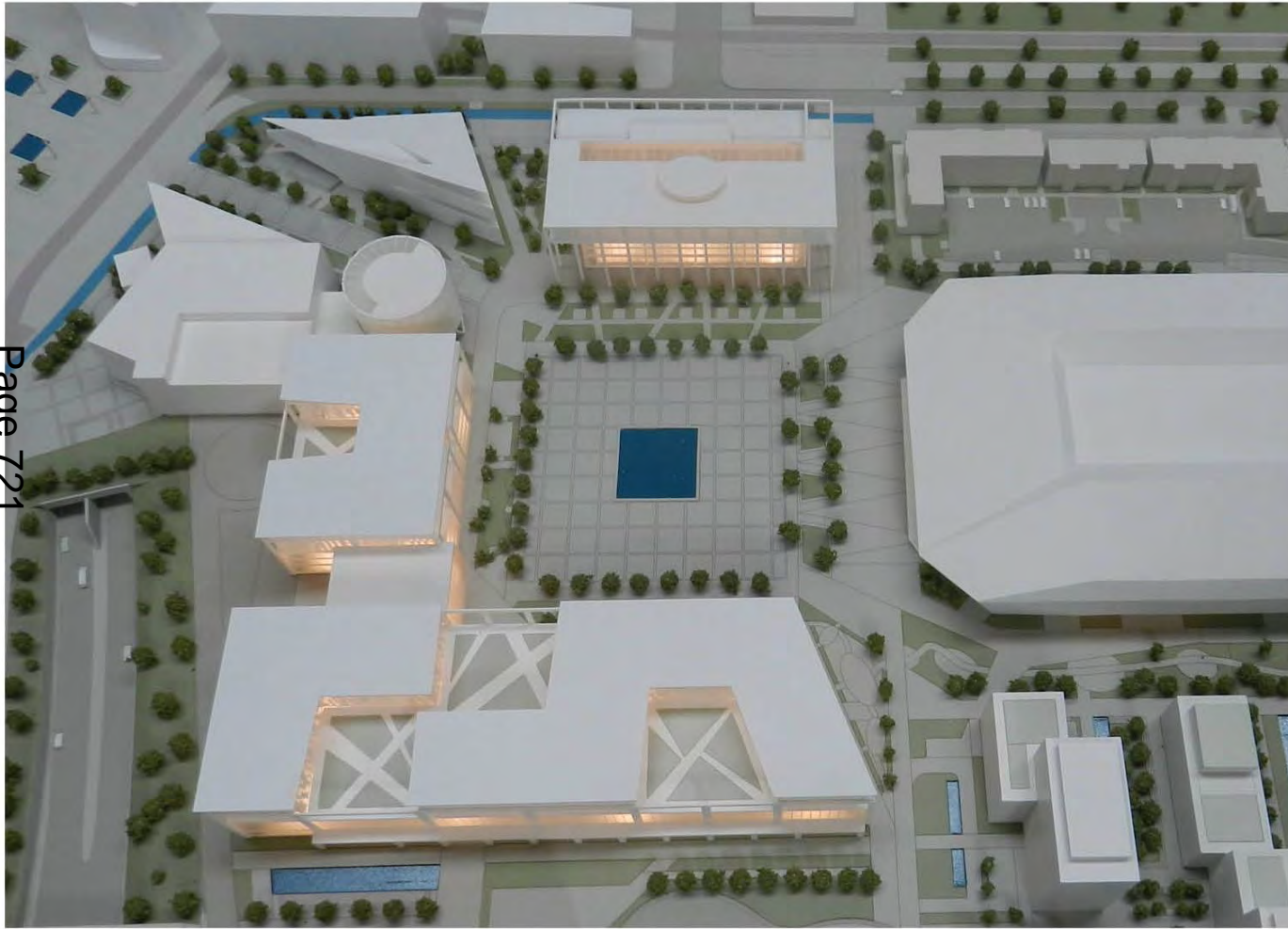
The physical model doesn't incorporate the latest changes to the Waterfront Quarter.

Changes to the Waterfront Quarter include significant reduction in building height and the repositioning of buildings in response to the latest TAN15 flood mapping zone.



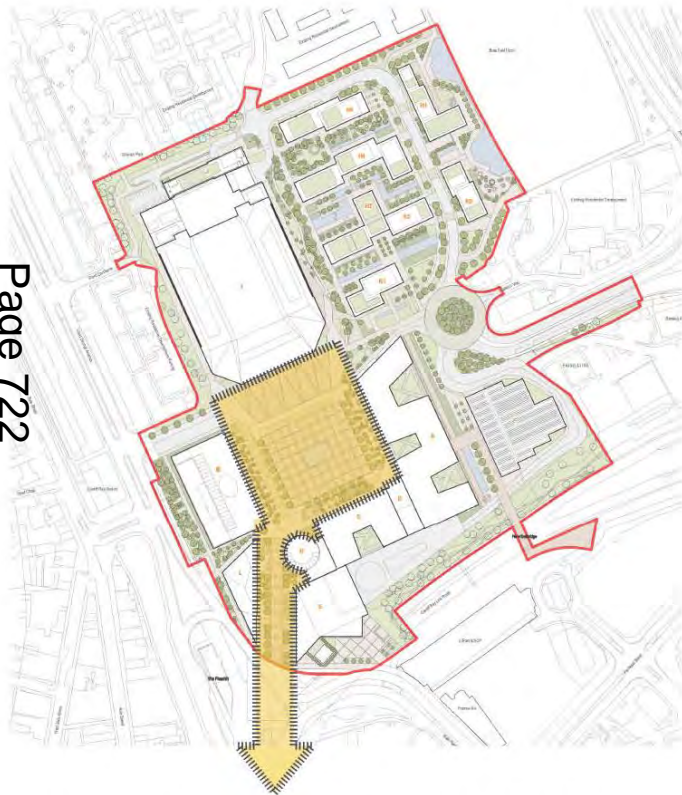
# Physical Model (August 2021)

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# Masterplan Design Principles

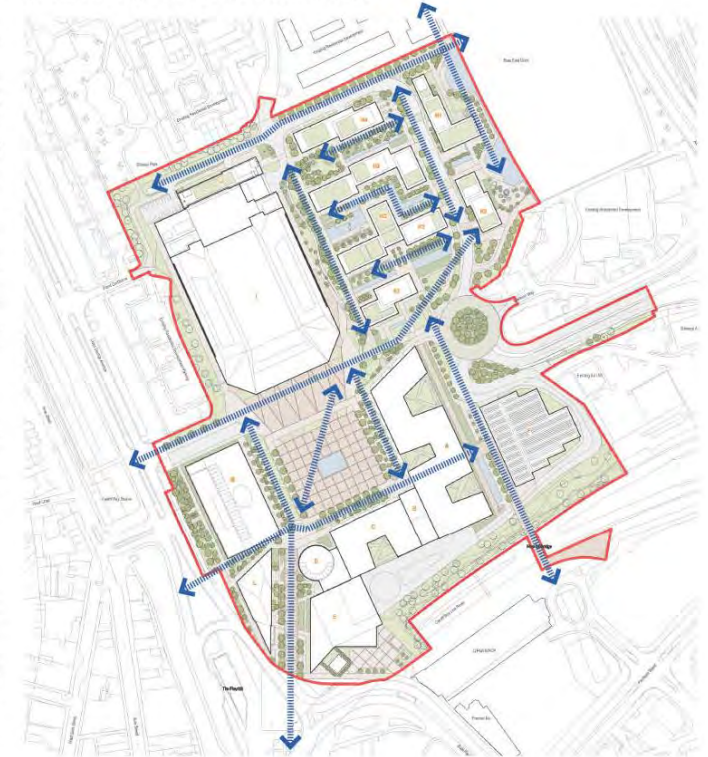
Connection to Roald Dahl Plas



Active Frontage



Pedestrian Movement & Paths



Page 722

- A continuation of existing public realm which joins Event Square with Roald Dahl Plas. This strategy will promote a strong connection between both destination spaces and will help to make Atlantic Wharf Development inclusive with the wider bay area.
- Building uses have been carefully considered in terms of their positioning in the masterplan as well as their relationship to the wider context. This will assist in allowing maximum active frontages along key pedestrian routes and vistas.
- Accessibility, permeability and connectivity have been major drivers in developing a masterplan. Active frontages, destination buildings, event square and a combination of hard and soft landscaping will provide rich and exciting spaces to enjoy.

# Masterplan Design Principles

Event Space & Nodal Points



Character Spaces



Water Features

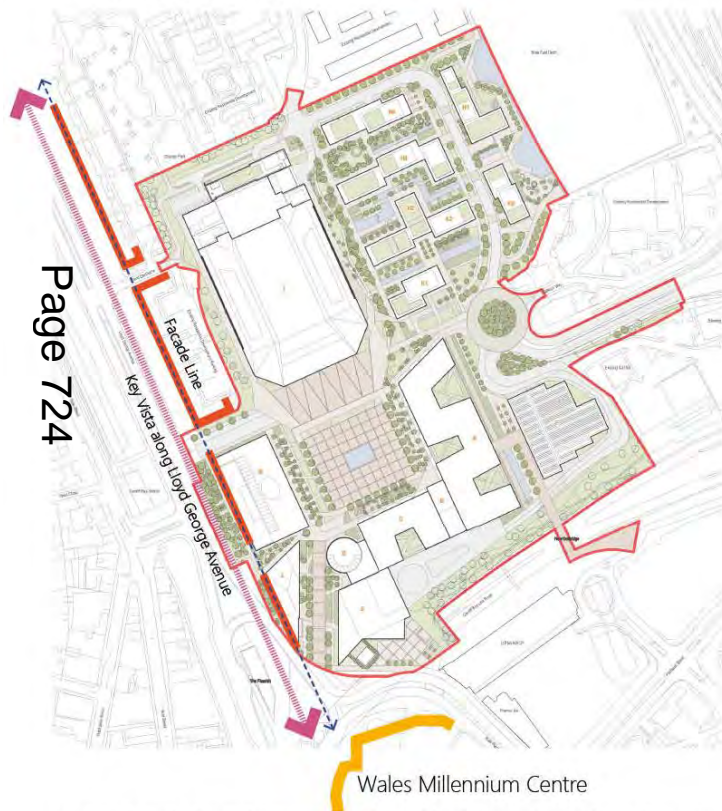


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- The masterplan has a number of nodal points which are interconnected through various pedestrian routes, shared surface areas and vehicular roads. The main nodal point is Event Square which is capable of hosting large city events including Winter Wonderland. The nodal points and building uses have been carefully positioned to maximise daily footfall.
- There are three main character spaces which relate to Event Square, Waterfront Quarter and the route towards the pedestrian bridge. Within each of these zones will be more character spaces that relate specifically to the proposed buildings and context of the masterplan.
- Creating water features/areas of open water was incorporated from the very beginning of the design process. This is an important strategy because it references the history of the site but more importantly it plays a significant role in creating biodiversity as well as assisting in sustainable drainage.

# Masterplan Design Principles

## Maintaining Existing Street Line



- The facade line of existing residential buildings along Lloyd George Avenue has been continued through the site. This principle helps to strengthen the street line as well as maintain the key vista towards the frontage of the Wales Millennium Centre.

## Residential & Tall Buildings



- The residential developments within the Bute East Dock & Waterfront Quarters seek to 'fill in' the void between existing residential blocks directly to the north and south of the site. This will allow for an enhanced public realm at waters edge as well as improving the pedestrian route around the perimeter of the dock. The residential massing increases in height towards a new landmark building located on the corner of Bute East Dock. This building provides a back drop to the key vista from Event Square to the dock.

## Arena, Plaza & Event Square

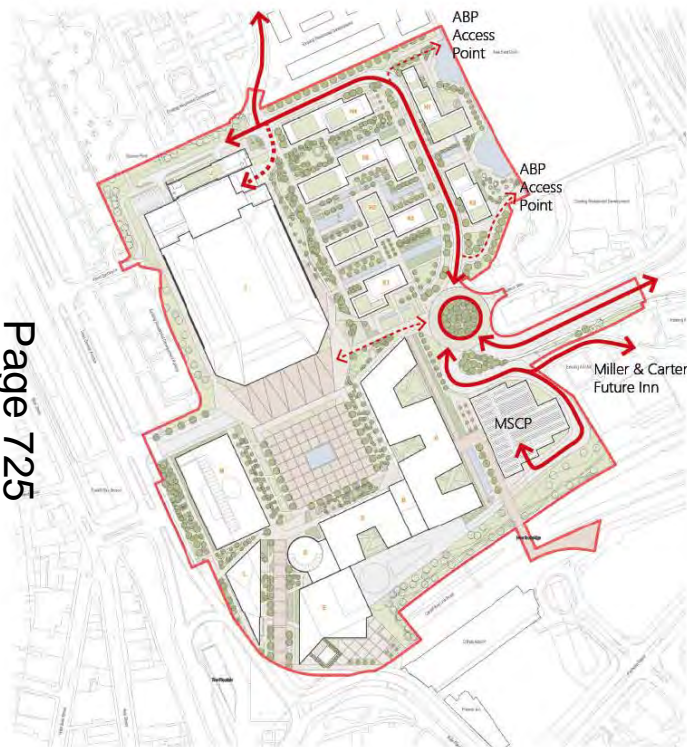


- The Arena Plaza will be the first public space within the masterplan to be constructed and will follow in line with the construction of the Arena. This is an important public space which caters for the movement of people visiting the Arena. At a later phase the construction of Event Square will begin. Whilst these two spaces are similar they will both have different functions. Soft landscaping will be carefully incorporated to add layers of visual interest, whilst also increasing biodiversity and promoting sustainable drainage.

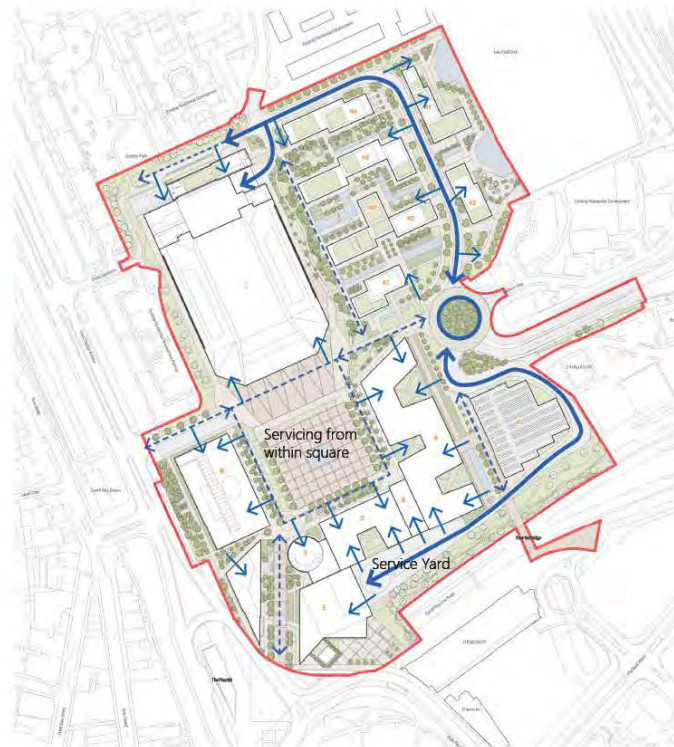


# Masterplan Design Principles

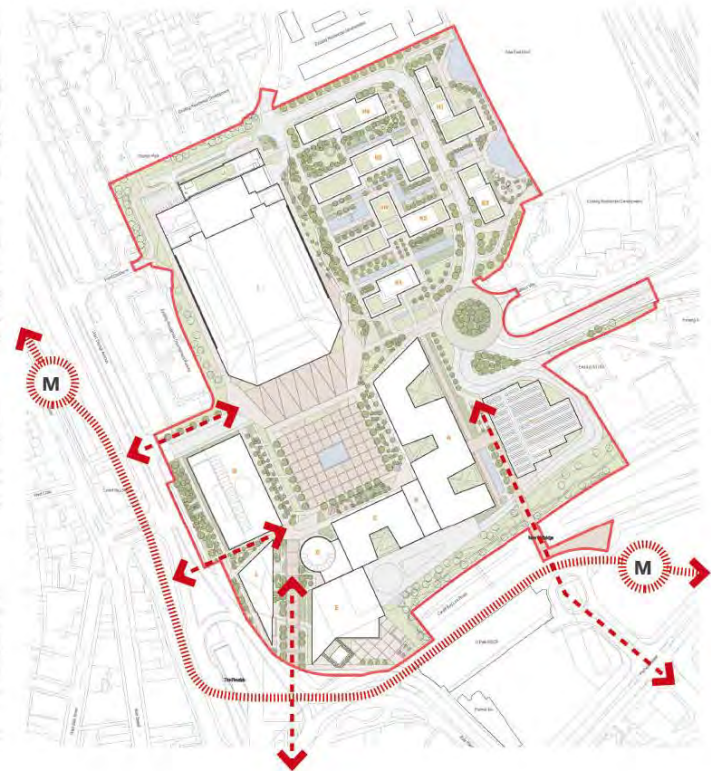
Primary Vehicle Access



Servicing Strategy



Proposed Metro Link

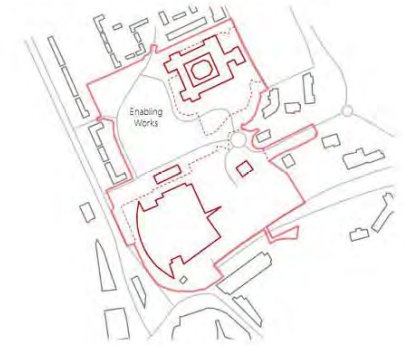


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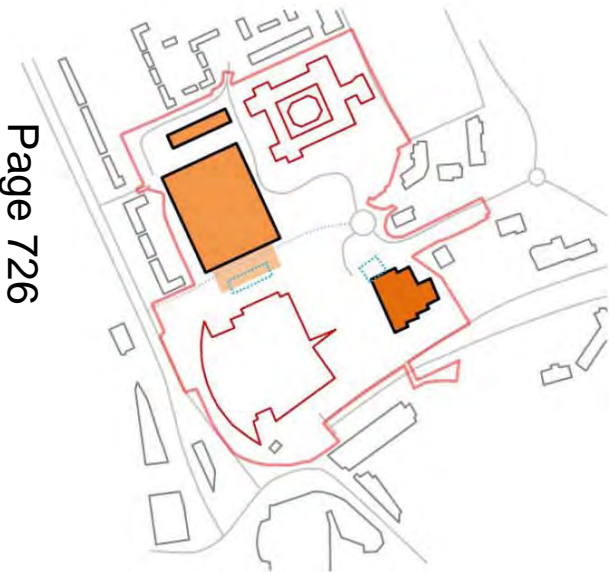
- Primary vehicle access into the development will come from the west (A4232). At the existing roundabout will be two new accessible roads; one to the north through the residential quarters and on towards the Arena and Hotel, and one to the south feeding into the MSCP. The existing Hemingway road will be closed and turned into a shared surface. The section of Schooner Way road that connects into Hemingway road will be removed to allow for the Arena and landscape buffer.
- The new roads to the north and south will allow vehicle servicing to the various residential buildings, including the Arena & Hotel. ABP access to Bute East Dock is maintained. The road to the south, beyond the MSCP, continues into a designated service yard, which caters for the new Red Dragon Centre, This Is Wales, Mixed Use building, Cardiff Story Museum and Wales Millennium Centre Academy. Shared surface areas within Event Square will allow servicing to the front but only during off-peak times/ non event days.
- It is understood that phase one of the South Wales Metro will stop in a similar location to the existing Cardiff Bay train station. This is a significant transport nodal point for pedestrians and during events the volume of pedestrian traffic will be significant. Wide and generous permeability through four areas of the masterplan will assist in the safe movement of people whilst providing different route options. The proposed Pedestrian Bridge location has been designed to accommodate the future Transport Interchange Hub.

# Phasing Strategy

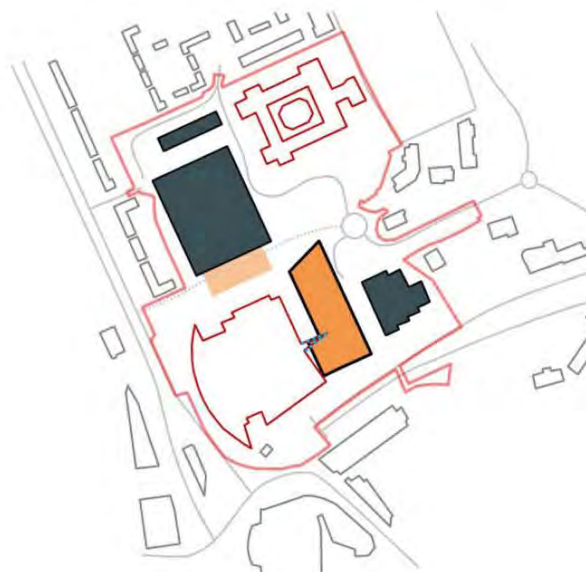
Existing Plan for reference



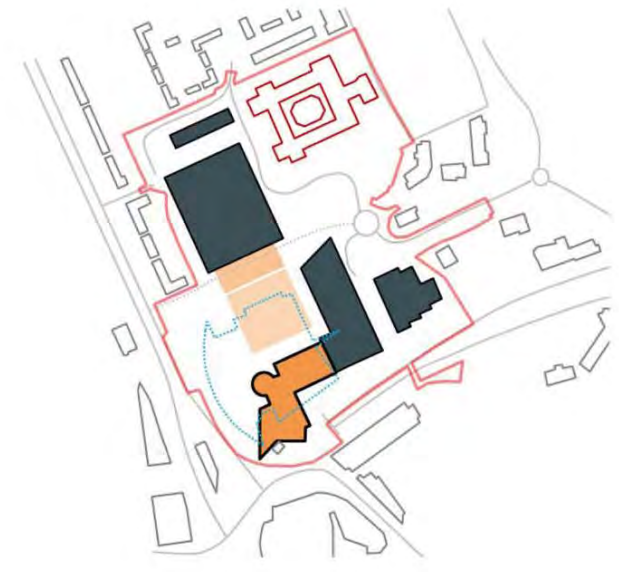
Phasing 01A & 01B: 2022 to 2025



Phasing 02 : Autumn 2024 to Spring 2027



Phasing 03 : 2027 to 2029



Page 726

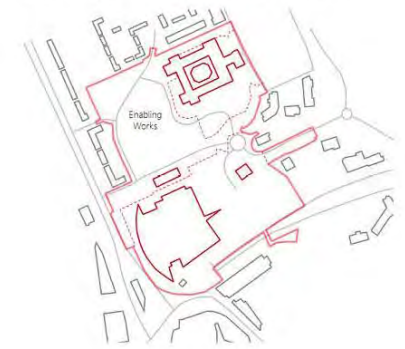
- **Phase 01A Detailed Application**
- Delivery of a 17,000 capacity Arena & Plaza
- Completion of new Travelodge Hotel
- Demolition of the existing Travelodge
- **Phase 01B Reserved Matters Application**
- Demolition of existing A3 Unit
- Construction of a 1,300 space MSCP

- Construction of a new Red Dragon Centre with residential above (150 units)
- Construction of This Is Wales (5D Flight Experience)
- Construction of a new Footbridge over A4232

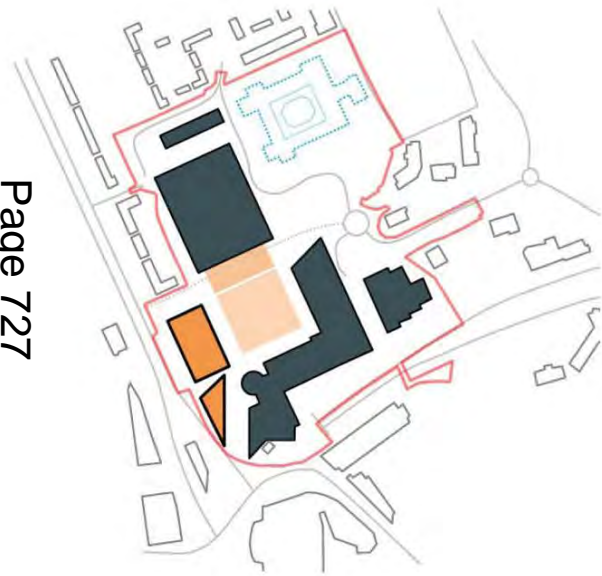
- Demolition of existing RDC
- Construction of a new WMC Academy
- Construction of Cardiff Story Museum
- Construction of Mixed Use development
- Construction of the new Event Square

# Phasing Strategy

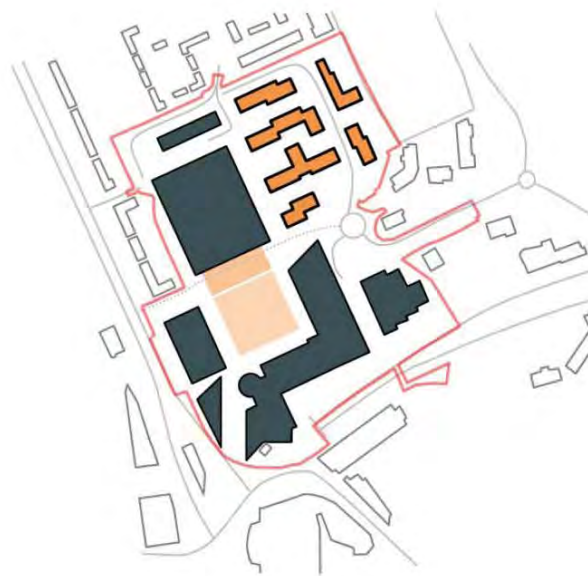
Existing Plan for reference



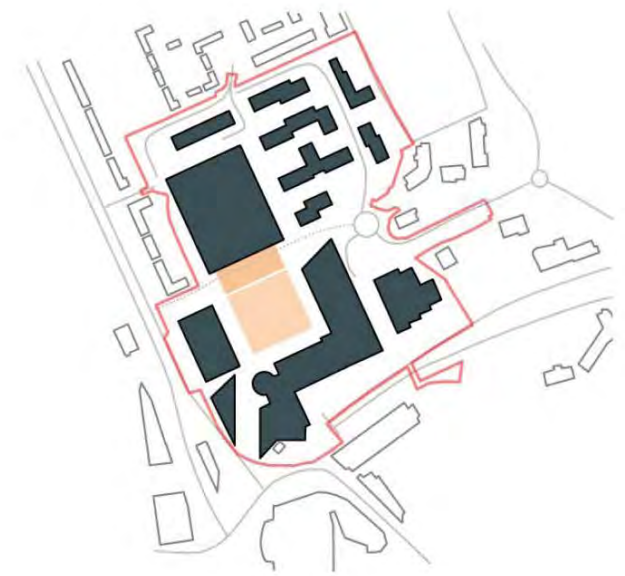
Phasing 04 : 2029 to 2031



Phasing 05 : 2029 to 2032



Phasing 06 : 2032 Complete



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- Demolition of Cardiff County Hall
- Construction of new Commercial Office adjacent to Lloyd George Avenue
- Construction of the new Contemporary Art Museum
- Completion of Event Square

- Construction of the new Residential development (900 units)
- Construction of 3no. Hotels

- Completion of Atlantic Wharf Development
- Next steps include developing the Wider Context Masterplan

# Zoning Plans

- The masterplan is divided into 8 different parameter zones - proposed buildings and land uses are described below.
- As well as these parameter zones, some areas within the masterplan have been highlighted as 'no building' zones. These include areas deemed as public realm, landscaping and the Event Square.
- Please refer to the Arena / Phase 01 detail application for more information.

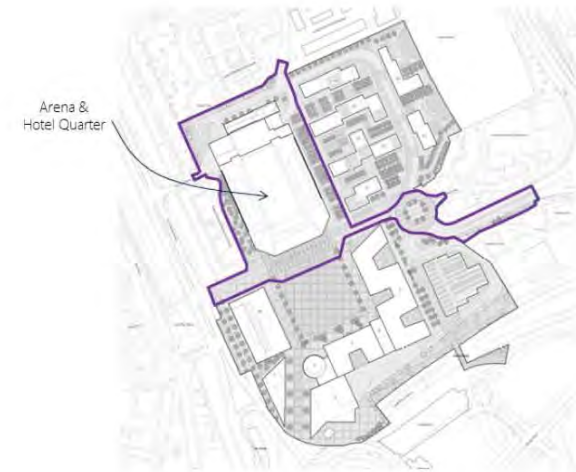
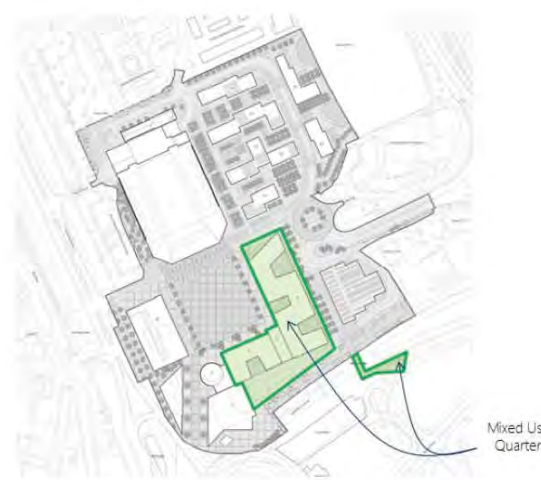
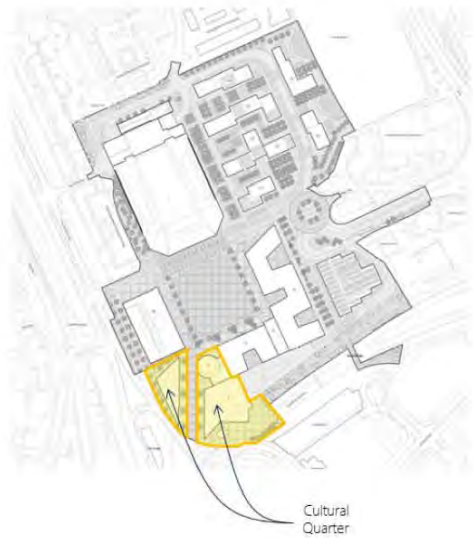


## Cultural Quarter

## Mixed Use Quarter

## Arena Quarter

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- Wales Millennium Centre Academy (A1/A3/D1)
- Contemporary Art Museum (D1)
- Cardiff Storey Museum (A1/A3/D1)

- New Red Dragon Centre (A1/A3/C3/D2)
- Commercial Office (A1/B1)
- This Is Wales (A1/A3/D1)
- Mixed Use (A3/B1/C3)
- Event Square
- Pedestrian Bridge

- 17,000 capacity Arena
- 182 Key Travelodge Hotel (A3/C1)
- (Refer to Arena / Phase 01 detail application)

# Zoning Plans

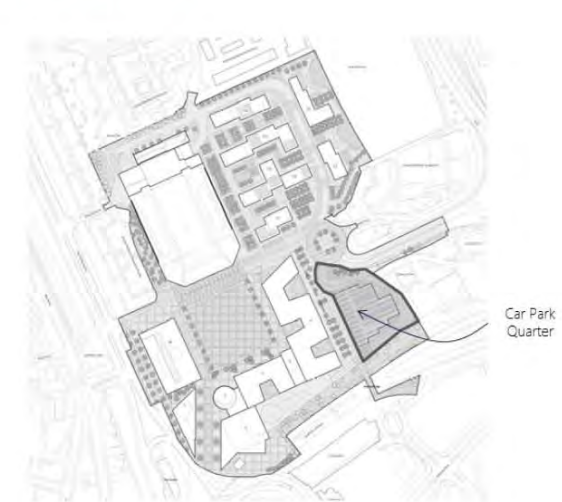
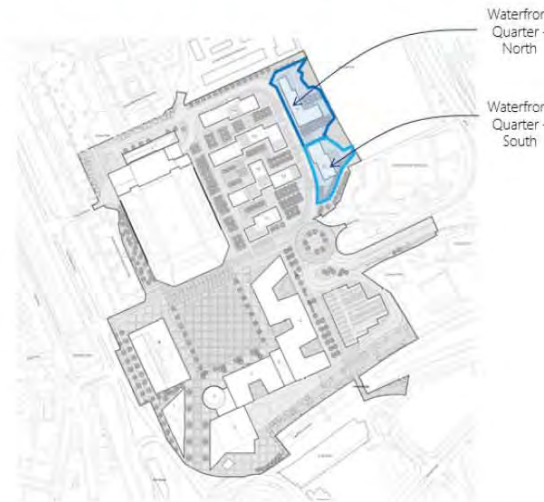
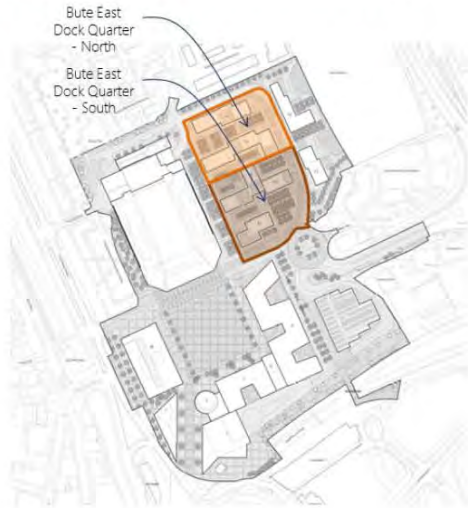


Bute East Dock Quarter (North & South)

Waterfront Quarter (North & South)

Car Parking Quarter

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- Residential Plots (A1/A3/C3)
- 4\* Hotel (A3/C1)
- Hotel (A3/C1)

- Residential Plots (A1/A3)
- Apart-Hotel (A3/C1)

- 1,300 space MSCP (Sui Generis/A1)

# Parameters Table

Planning		Atlantic Wharf, Butetown Masterplan											
20211018		Parameters Table											
Quarter	Land Use / Use Class	Use Class GIA (sqm)	Min Height (m)	Max Height (m)	Max Storeys	Min Width (m)	Max Width (m)	Min Length (m)	Max Length (m)	Max Residential Units	Max Hotel Rooms	Max Car Parking	
Mixed Use Quarter	RDC (A) - D2 Assembly & Leisure	13,500	3	30	7	50	50	135	155	100	-	-	
	RDC (A) - A3 Food and Drink	2,500											
	RDC (A) - C3 Dwellinghouses	17,000											
	RDC (A) - A1 Shops	175	3	19	5	24	24	31	31	-	-	-	
	This is Wales (B) - D1 Non-residential Institutions	2,000											
	This is Wales (B) - A1 Shops	100											
	This is Wales (B) - A3 Food and Drink	100	3	28	7	44	44	65	65	50	-	-	-
	Mixed Use (C) - C3 Dwellinghouses	7,500											
	Mixed Use (C) - B1 Business	5,500											
Mixed Use (C) - A3 Food and Drink	3,000	3	34	7	45	50	70	85	-	-	-	-	
Commercial Office (M) - B1 Business	14,000												
Commercial Office (M) - A1 Shops	2,000	3	19.5	5	45	55	35	70	-	-	-	-	
WMC Academy (E) - D1 Non-residential Institutions	6,000												
WMC Academy (E) - A1 Shops	100												
WMC Academy (E) - A3 Food and Drink	100												
Cardiff Story Museum (D) - D1 Non-residential Institutions	2,000												
Cardiff Story Museum (D) - A1 Shops	100												
Cardiff Story Museum (D) - A3 Food and Drink	100												
Contemporary Art Museum (L) - D1 Non-residential Institutions	4,000	3	25	4	16	40	65	88	-	-	-	-	
Waterfront Quarter (South)	11,675												
Waterfront Quarter (South)	860	3	30	10	11.5	33.6	65	65	190	-	-	-	
Waterfront Quarter (North)	9,900												
Waterfront Quarter (North)	1,200	3	30	10	17.5	22	73	93	400	-	-	-	
Bute East Dock Quarter (North)	22,200												
Bute East Dock Quarter (North)	150												
Bute East Dock Quarter (North)	175	3	45	15	14	27	27	50	-	740	-	-	
Bute East Dock Quarter (South)	8,390												
Bute East Dock Quarter (South)	8,600												
Bute East Dock Quarter (South)	1,000												
Bute East Dock Quarter (South)	9,500												
Bute East Dock Quarter (South)	550												
Car Parking Quarter	MSCP (F) - Sui Generis	40,000	3	32.5	11	17	66	28	72	-	-	1,300	
	MSCP (F) - A1 Shops	100											
<b>TOTAL</b>		<b>194,075</b>								<b>890</b>	<b>1,090</b>	<b>1300</b>	

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# Parameter Plans

## Maximum Heights Parameter Plan

**Bute East Dock Quarter (N)**  
 Maximum Height: 10 Storeys/30m  
 AOD = 40.2m

**Bute East Dock Quarter (S)**  
 Maximum Height: 15 Storeys/45m  
 AOD = 55.2m

**Arena Quarter**  
 (Refer to Arena / Phase  
 01 detail application)

**Commercial Quarter**  
 Maximum Height: 7 Storeys/34m  
 AOD = 44.2M

**Cultural Quarter**  
 Maximum Height: 6 Storeys/26m  
 AOD = 36.2m



**No Build Areas**  
 Areas with light green hatch indicate public realm & landscape

## Land Use Parameter Plan

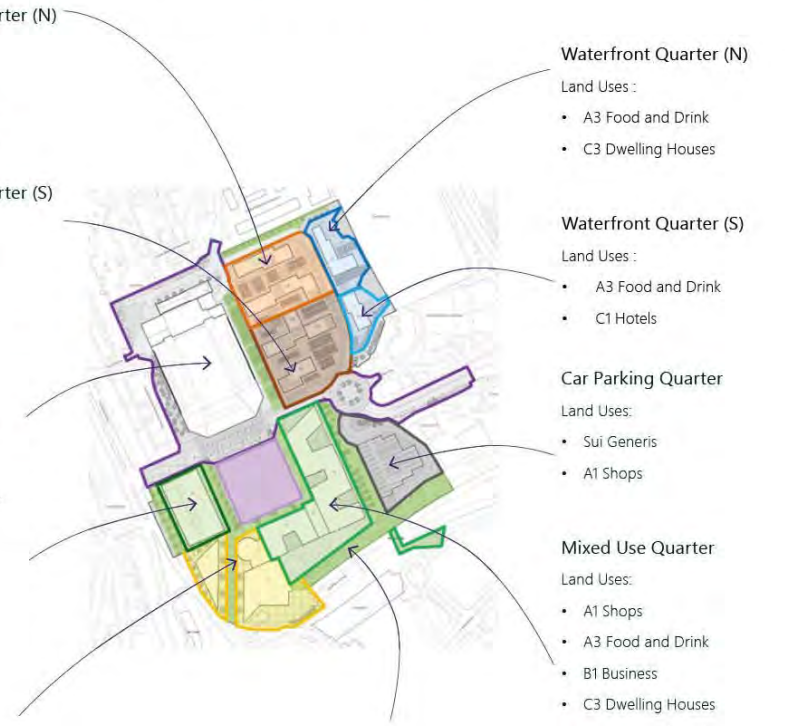
**Bute East Dock Quarter (N)**  
 Land Uses:  
 • A1 Shops  
 • A3 Food and Drink  
 • C3 Dwelling Houses

**Bute East Dock Quarter (S)**  
 Land Uses:  
 • A3 Food and Drink  
 • C1 Hotels  
 • C3 Dwelling Houses

**Arena Quarter**  
 Land Uses:  
 (Refer to Arena / Phase  
 01 detail application)

**Commercial Quarter**  
 Land Use :  
 • A1 Shops  
 • B1 Business

**Cultural Quarter**  
 Land Uses:  
 • A1 Shops  
 • A3 Food and Drink  
 • D1 Non-residential Institutions



**No Build Areas**  
 Areas with light green hatch indicate public realm & landscape

# Aerial View





# Arena & Event Square



# The Gateway

Page 734



# Commercial Office & Event Square

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# Document Verification

**Project Title:** Atlantic Wharf Development

**Document Title:** Appendix: Planning Permission Scheme (Condensed Information)

**Project Number:** 0371

**Document Reference:** 0371-RIO-XX-XX-RP-A-060174

Page 736

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13/02/2023	-	First Issue	DL	FfL	RR



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# Atlantic Wharf Development

## Parking Red Line & Areas

February 2023

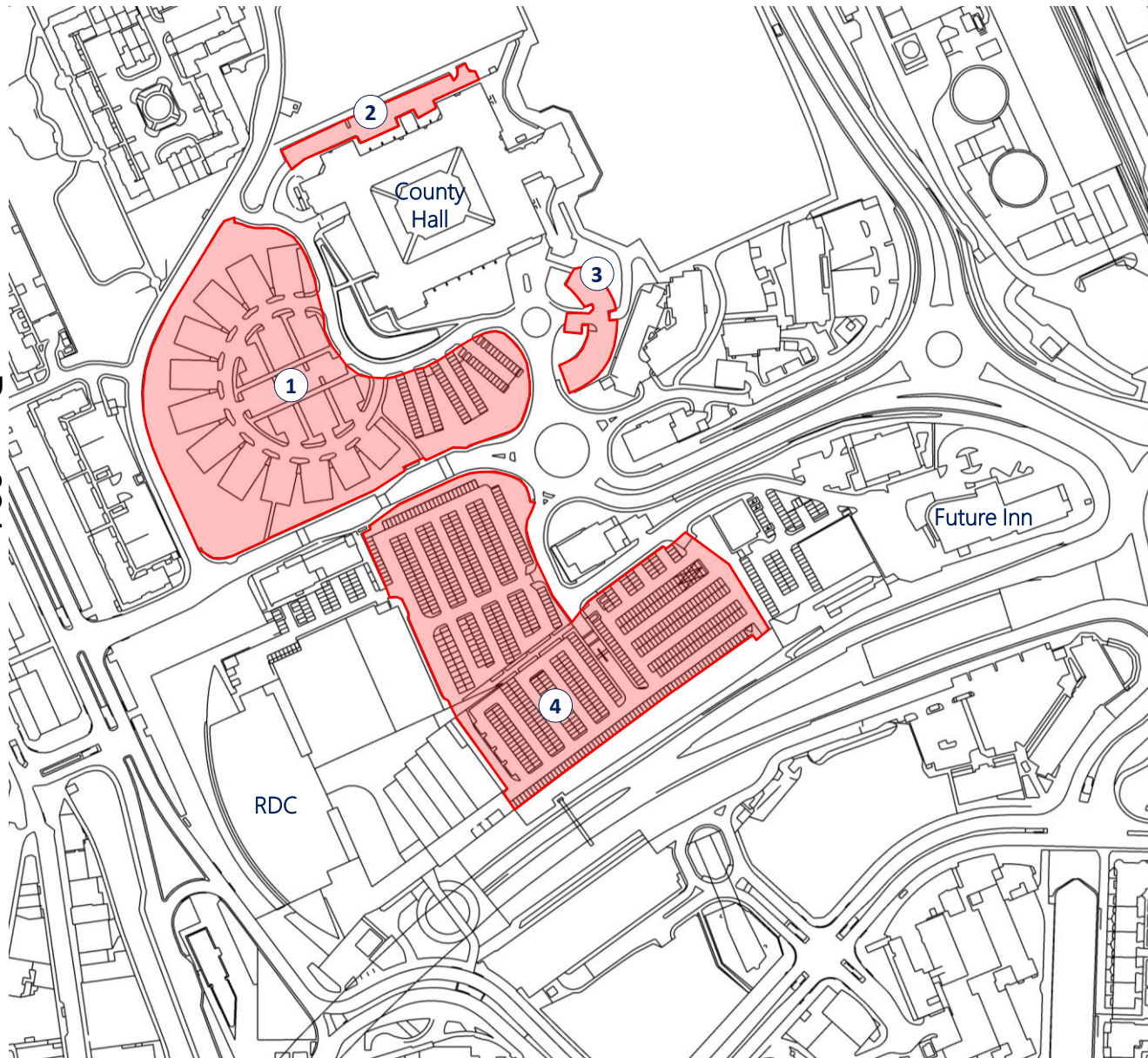
For Discussion Purposes Only

0371-RIO-XX-XX-RP-A-060173



# OS Map – Existing Surface Parking




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## Surface Parking Areas

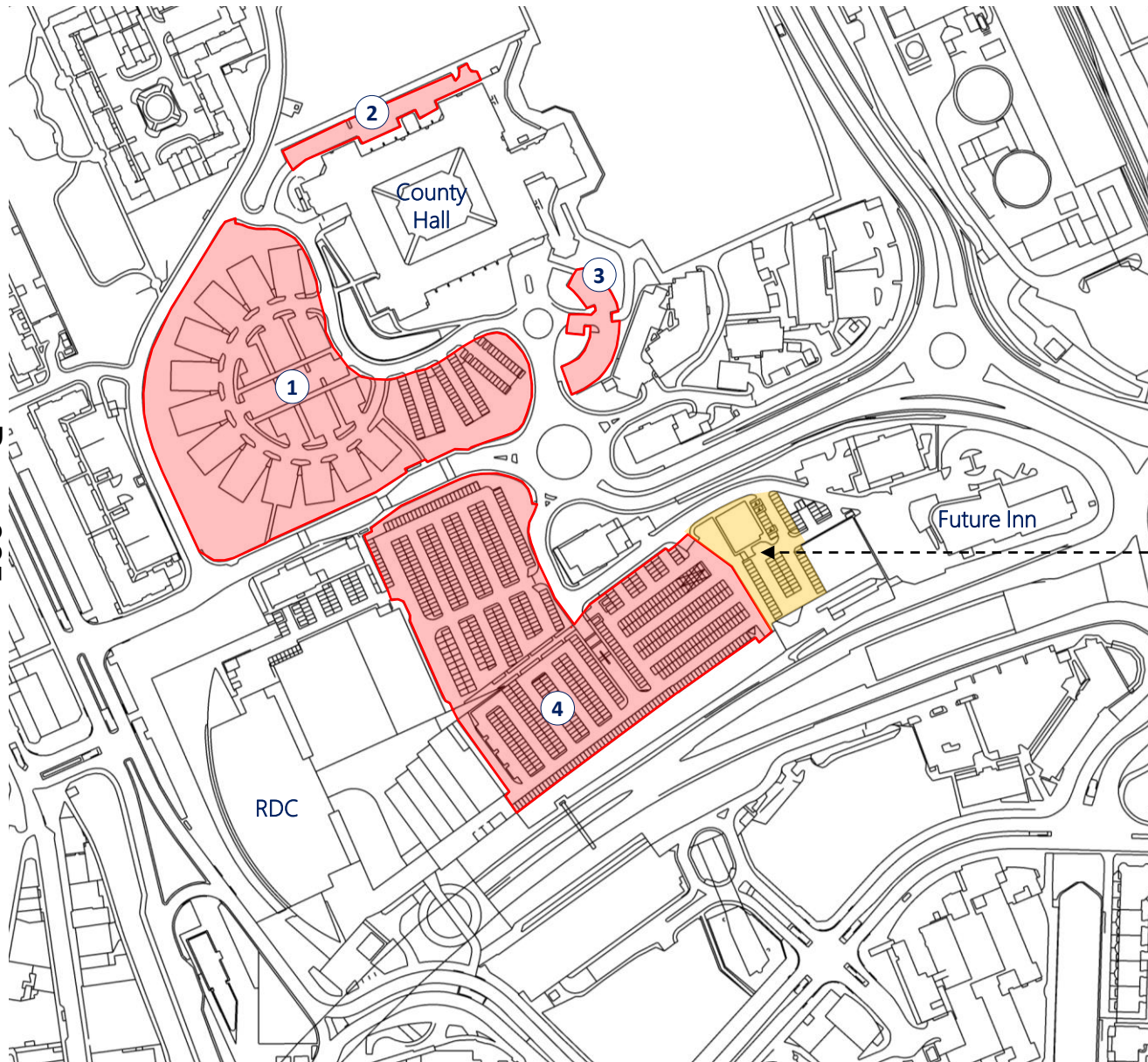
- 1. County Hall Main Car Park = 5.42 acres
- 2. County Hall Visitor Parking = 0.35 acres
- 3. County Hall Additional Parking = 0.32 acres
- 4. RDC Main Car Park = 5.07 acres

**Combined Areas = 11.16 acres**

-  Surface Car Parking
-  Land Purchase
-  Proposed MSCP Red Line Boundary

# OS Map – Land Purchase

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## Surface Parking Areas

- 1. County Hall Main Car Park = 5.42 acres
- 2. County Hall Visitor Parking = 0.35 acres
- 3. County Hall Additional Parking = 0.32 acres
- 4. RDC Main Car Park = 5.07 acres

**Combined Areas = 11.16 acres**

**Future Inn Land Acquisition = 0.81 acres**

-  Surface Car Parking
-  Land Purchase
-  Proposed MSCP Red Line Boundary

# OS Map – Proposed MSCP Red Line

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## Surface Parking Areas

- 1. County Hall Main Car Park = 5.42 acres
- 2. County Hall Visitor Parking = 0.35 acres
- 3. County Hall Additional Parking = 0.32 acres
- 4. RDC Main Car Park = 5.07 acres

**Combined Areas = 11.16 acres**

Future Inn Land Acquisition = 0.81 acres

Proposed MSCP Red Line Boundary = 2.17 acres

 Surface Car Parking

 Land Purchase

 Proposed MSCP Red Line Boundary

# Document Verification

**Project Title:** Atlantic Wharf Development

**Document Title:** APPENDIX: Red Line & Areas

**Project Number:** 0371

**Document Reference:** 0371-RIO-XX-XX-RP-A-060173

Issue date	Rev	Description	Prepared by	Checked by	Approved by
13/02/2023	-	First Issue	DL	FfL	RR



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Equality Impact Assessment  
Corporate Assessment Template

Mae'r ddogfen hon ar gael yn Gymraeg / This document is available in Welsh Appendix 14

<b>Project: Atlantic Wharf</b>
<b>New/Existing/Updating/Amending: New</b>

<b>Who is responsible for developing and implementing the Project?</b>	
Name:	Job Title:
Service Team: Strategic Projects	Service Area: Economic Development
Assessment Date: January 2023	

**1. What are the objectives of the Project?**

The Council's Stronger, Fairer, Greener vision sets out a commitment to 'an ambitious programme of city centre regeneration' and 'completing the transformation of Cardiff Bay' in order to 'build a stronger, greener and fairer economy, delivering greater investment, stronger businesses and, ultimately, more and better jobs for the people of Cardiff.'

The Atlantic Wharf project centres around the Council's commitment to deliver:

- a 17,000 seat Indoor Arena
- a multi storey car park
- a new Red Dragon Centre (RDC)

with specific drivers to incorporate the Council's priorities for energy efficiency and improved transport links.

Each of these components are significant and could warrant an impact assessment of their own, however, given the overlap it could be considered more prudent to assess the impact as a whole.

This is because all the accessibility and inclusivity requirements are linked and there is potential, if considered in isolation, that a conflict in design may have additional, unnecessary impacts. (for example, considering access to the new car park without considering its location in relation to the new RDC could have different outcomes). So it is agreed that there will be one EIA record for all workstreams within the Atlantic Wharf project.

# CARDIFF COUNCIL

## Equality Impact Assessment Corporate Assessment Template

### 2. Please provide background information on the Project and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

In November 2021, Cabinet approved the Full Business Case for the delivery and operation of the new Indoor Arena at the heart of the Councils regeneration of Atlantic Wharf.

In November 2021, Cabinet also approved the Outline Business Case for the delivery of a new Multi Storey Car Park for Atlantic Wharf to assist in the delivery of the new Indoor Arena.

The delivery of a new Multi Storey Car Park (MSCP) is a key enabling project for the delivery of the Indoor Arena and there is a legal requirement for the reprovision of the parking spaces which will be lost when the construction of the Indoor Arena commences. This approach will deliver 1,300 spaces which will reduce by circa 70% the car park provision across Atlantic Wharf which supports the wider policy objectives to support public and active travel.

In November 2021, Cabinet approved the development of an Outline Business Case to consider the future of the Red Dragon Centre. The business case analysed a number of options for the regeneration of the centre to provide a vibrant, modern destination for culture, leisure and arts.

As part of the regeneration vision, these projects have engaged in dialogue with stakeholders to enhance cultural links including the delivery of the Capella project, WMC new production studio, and Wales National Gallery.

Research has been conducted into the 2021 census of the ward in which Atlantic Wharf sits to provide information regarding the demographics of the area. Consideration has also been taken into the potential changes likely to have occurred within the area including the impacts considered as a result of the Corona Virus Pandemic.

Further consideration has also been given to the 2019 Welsh Index of Multiple Deprivation.

### 3 Assess Impact on the Protected Characteristics

#### 3.1 Age

Will this Project have a **differential impact** [positive] on younger/older people?

	Yes	No	N/A
Up to 18 years	X		
18 - 65 years	X		

4.C.400	Issue 1	Aug 22	Process Owner: Dylan Owen	Authorised: Dylan Owen	Page 2
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Equality Impact Assessment  
Corporate Assessment Template

Over 65 years	X		
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<p><b>Please give details/consequences of the differential impact, and provide supporting evidence, if any.</b></p> <p>The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and on residents of and visitors to the area, regardless of age. The regeneration aims to provide a place where people can visit to engage in a range of Cultural experiences as well as social and leisure time and events, catering for all age groups.</p> <p>The 2021 census shows 80% of local residents are aged between 16 – 64 years, this is higher than the city’s average of 67.3%. The area has a low percentage of residents over the age of 65 (5.2% in Adamsdown and 9.4% in Butetown), much lower than the City’s average of 14.5%.ity’s average of</p> <p>The plans for the regeneration include a range of social, food and beverage and retail offers that will benefit people of any age, providing an environment conducive to social and community activity, engaging and inclusive for all.</p> <p>The regeneration has the potential for a positive impact on people of working age (18-65) due to business development and associated employment and work experience opportunities during the construction phase and operational activity, as well as providing an improved environment for social interaction and active leisure.</p> <p>The Arena will provide an extensive programme of events to appeal to all ages, and the RDC development will also ensure a variety of retail, food and beverage, cultural and arts and leisure experiences that will appeal to all age groups. This has an additional positive impact on social interaction, inclusivity, and mental health.</p> <p><b>Transport Accessibility</b></p> <p>In terms of accessibility for all ages, the site already has reasonably good transport links, which means that people are able to travel to Atlantic Wharf via car for those who are of driving age. There is a close rail link from Cardiff Central, stopping on Lloyd George Avenue and Bute Street for those who do not drive. There are already 5 bus services that stop within a short walk to Atlantic Wharf, 3 of which stop within the existing site. In addition, Queen Street and Bute Street Stations are in close proximity to the site for those who choose to travel via public transport.</p> <p>The project scope will ensure that these public transport links are at least retained and will be improved with the recent approval for £50m from the Local Authority Transport Levelling Up Fund (LUF). The Welsh government is</p>
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**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

undertaking the tram/train link between Cardiff Central and the Bay to improve public transport with the development of the Cardiff Valley Lines and the new Metro. This will enhance connectivity across Wales and all corners of the City to Cardiff Bay.

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

The Council, working with all respective partners and stakeholders will ensure that when considering the development of Atlantic Wharf, the requirements of people of all ages are taken into consideration ensuring that accessibility and inclusivity is a focus of all stages of the project- this includes the accessibility and improvements of the transport links that are already servicing the area.

**3.2 Disability**

Will this Project have a **differential impact [positive]** on disabled people?

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

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, including disabled people. The project has the potential to provide a world class venue for culture and events, with state-of-the-art facilities and provide a physical, social environment which is accessible and inclusive to all. The project will consider accessibility and wayfinding as a key part of the design process to ensure those with physical, visual, hearing and learning impairments are able to navigate around the facilities and surrounding area.

Regarding mental health, it is acknowledged that for some, having a place to go and be with people and take part in activity can help with mental health.

The project aims to provide an environment at Atlantic Wharf that offers everyone a comfortable and pleasant place to be, with opportunities to take part in cultural, social and leisure activities.

Following the pandemic, many people are using outdoor space differently and so the project aims to help facilitate this to create imaginative and creative space around the Arena, RDC and Car Park.

**Transport accessibility**

It is important that disabled people are also able to travel to Atlantic Wharf to

Equality Impact Assessment  
Corporate Assessment Template

enjoy everything it has to offer. The design of the Car Park and its relationship with the wider site will be sensitive to the needs of disabled drivers and visitors. Where this project is not responsible for the accessibility of public transport, it is committed to ensure that where transport modes link to the site, that there is a straightforward and safe link from the car park, rail and bus stops that disabled people can easily navigate into Atlantic Wharf and all its facilities.

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

As each workstream of the project progresses, any design work or programming should consider accessibility and way finding for all people.

**3.3 Gender Reassignment**

Will this Project have a **differential impact [positive]** on transgender people?

	Yes	No	N/A
<b>Transgender People</b> (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		X	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of Gender Reassignment.

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

The plans to develop these new buildings will be modern and inclusive to the needs of all, including gender neutral spaces and facilities.

**3.4. Marriage and Civil Partnership**

Will this Project have a **differential impact [positive]** 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 regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of marital or partnership status. It is not expected that this project will have a differential impact on people whether they are or are not in a marriage or civil partnership.

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<b>What action(s) can you take to address the differential impact?</b>
<b>No action necessary</b>

**3.5 Pregnancy and Maternity**

Will this Project have a **differential impact [positive]** on pregnancy and maternity?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Pregnancy		<b>x</b>	
Maternity		<b>x</b>	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on pregnancy or maternity.

Consideration will always be given in the designing and planning of all facilities to ensure suitable welfare facilities are included that may be beneficial to everyone, including the potential addition needs of those who are pregnant or nursing/caring for young babies and children.

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

No action identified to date.
-------------------------------

**3.6 Race**

Will this Project have a **differential impact [positive]** on the following groups?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
White	<b>X</b>		
Mixed / Multiple Ethnic Groups	<b>X</b>		
Asian / Asian British	<b>X</b>		
Black / African / Caribbean / Black British	<b>X</b>		
Other Ethnic Groups	<b>X</b>		

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of race as it is designed to be a destination for all. It will also present improved opportunities for social inclusion, cultural, leisure and employment



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**Equality Impact Assessment  
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for all communities in the area as well as visitors to the area. However, according to the 2021 census, the areas within Atlantic Wharf have a higher than average number of Black and Asian residents (14.6% and 18.2%), compared to the overall Cardiff population (3.8% and 9.7%) and so this project has the potential to impact these groups a bit more.

	Cardiff	Adamsdown	Butetown
White	79.2	59.3	55.5
Mixed/ Multiple Ethnic Groups	4	5.3	6.4
Black / African/ Caribbean/ Black British	3.8	10.1	14.6
Asian/ Asian British	9.7	18.2	12.7
Other Ethnic Groups	3.3	7.2	10.9

The process of regeneration may be disruptive due to, for example, building works, so there is a risk that in the short term, there is a low negative impact, however, the overall objectives of this project will have a positive impact on all Cardiff residents through improving the economy, providing greater employment opportunities, and making the area a more appealing place to live.

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

The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.

**3.7 Religion, Belief or Non-Belief**

Will this Project have a **differential impact [positive]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist			
Christian			
Hindu	<b>x</b>		
Humanist			
Jewish			
Muslim	<b>x</b>		
Sikh			
Other			

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. According to the 2021 census, the areas within Atlantic Wharf have a higher-

**CARDIFF COUNCIL**

**Equality Impact Assessment  
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than-average number of Muslim (17.5% and 27.2%) residents, which is higher than the City's average of 9.3%. The next largest representation is of Christian residents (27.8% and 23.2%) within the areas (although lower than the City's average of 38%) and so this project will likely have a differential impact on these groups.

	Cardiff	Adamsdown	Butetown
Christian	38.3	27.8	23.2
Buddist	0.4	1.2	0.5
Hindu	1.5	3.2	3
Jewish	0.2	0.1	0.1
Muslim	9.3	17.5	27.2
Sikh	9.3	0.5	0.4
Other	0.6	1.4	0.6

The regeneration project may be disruptive for a period of time due to, for example, building works, however, the overall objectives of this project will have a positive impact on all Cardiff residents through improving the economy, providing greater employment opportunities, and making the area a more appealing place to live.

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

The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.

**3.8 Sex**

Will this Project have a **differential impact** [positive] on men and/or women?

	Yes	No	N/A
Men	<b>x</b>		
Women	<b>x</b>		

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on people on this protected characteristic.

The 2021 Census shows that the areas within Atlantic Wharf have a reasonably equal split between male and female residents, which is also very much in line with the City's average of 51.2% and 48.8% respectively.

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

	Cardiff	Adamsdown	Butetown
Female	51.2	45.9	47.7
Male	48.8	54.1	52.3
<p>The Atlantic Wharf development aims to provide an exciting and vibrant destination for all, irrespective of sex. Facilities, programmes and opportunities will be presented that will appeal to both male and female residents, visitors and users.</p>			
<p><b>What action(s) can you take to address the differential impact?</b></p>			
<p>Consideration throughout all design processes to be given to any feedback from stakeholders on the overall environment across Atlantic Wharf.</p>			

**3.9 Sexual Orientation**

Will this Project have a **differential impact [positive]** 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 regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area, regardless of sexual orientation. This project is not expected to have a differential impact on any person due to their sexuality.

The overall aim is to provide an environment conducive for all, so it could be translated that members of the LBGTQ community should have a positive experience in and around Atlantic Wharf.

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

Ensure that designs and programmes promote inclusivity and do not tolerate exclusion or discrimination and do not discourage any specific community groups from utilising the facilities or activities at Atlantic Wharf.

**3.10 Socio-economic Duty**

**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

Will this Project have a **differential impact [positive]** on the Socio-economic Duty?

	<b>Yes</b>	<b>No</b>	<b>N/A</b>
Socio Economic Groups	<b>X</b>		

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

Socio economic duty requires public bodies to adopt transparent and effective measures to address the inequalities that result from differences in occupation, education, place of residence or social class.

The aim of the Atlantic Wharf regeneration is to deliver an accessible and inclusive destination that provides an enriched environment for everyone to be able to access, irrespective of their social class, education, occupation or where they live.

As with any destination across the city, there are costs associated with travel to and from the site, and these costs may vary depending on the starting point of the journey, how far and the mode of transport being used. Those local to any facility will always benefit from lower transport costs. The project cannot control the cost of using buses and trains, nor can it manage the cost of fuel and using the road.

However, the project is committed to ensuring that the car park operating model is conducive to balancing the cost of accessing cultural and social events and the ability to operate and maintain the car parking facilities to the expected high standard.

The project is not responsible for the suitability of the cycle pathways across the city, but it is committed to ensuring safe and secure facilities at Atlantic Wharf for those who choose to travel by bicycle and wish to park at Atlantic Wharf.

The regeneration of the RDC will support the culture and art community in the development of new and novice artists via the Capella Project as well as forging links with the WMC and Wales National Gallery to enhance the development of Welsh artists, encouraging opportunities for the growth of new businesses and artistic talent.

In addition, the project must consider a range of offers at Atlantic Wharf that will enable all socio-economic groups to benefit from the regeneration. Operators within Atlantic Wharf will be required to be inclusive in their provision to ensure benefit for all socio-economic groups.

The overall masterplan of Atlantic Wharf includes a range of social, cultural and leisure activities, some of which will require an access charge, but there will also

## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

be active public open space a range of activities that are open and free to use by members of the public.

The development of Atlantic Wharf will provide employment and volunteer opportunities as well as broaden opportunities for Culture and Arts events to grow participation.

The 2019 Welsh index of Multiple Deprivation shows some of the localities to Atlantic Wharf accommodate some of the most deprived communities in Cardiff. The Atlantic Wharf development will provide opportunities that could have an additional, differential positive impact on these local communities.

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

The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups. Also, ensure that there is a reasonable balance of chargeable and free to access activity and the public space is conducive for social and leisure interaction for all.

### **3.11 Welsh Language**

Will this Project have a **differential impact** (positive) on the Welsh Language?

	Yes	No	N/A
Welsh Language		X	

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

The regeneration of Atlantic Wharf will have a positive impact on all Cardiff residents and visitors to the area. It is not expected that this project will have a differential impact on the Welsh language or Welsh language speakers of any level. (Bilingual signage will make it a welcome environment for Welsh speaking visitors.)

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

Ensure that all facilities comply with the Welsh Language Act and that all visitors to Atlantic Wharf have the choice of accessing services in both Welsh and English.

During the project development, ensure all obligations regarding Welsh Language are met.

## **4. Consultation and Engagement**

4.C.400	Issue 1	Aug 22	Process Owner: Dylan Owen	Authorised: Dylan Owen	Page 11
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**CARDIFF COUNCIL**

**Equality Impact Assessment  
Corporate Assessment Template**

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

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

<b>Groups</b>	<b>Actions</b>
Age	The Council, working with all respective partners and stakeholders will ensure that when considering the development of Atlantic Wharf, the requirements of people of all ages are taken into consideration ensure that accessibility and inclusivity is a focus of all stages of the project
Disability	As each workstream of the project progresses, any design work or programming should consider accessibility for disabled people.
Gender Reassignment	In line with the Council's Stonewall submission, any plans to develop new buildings or facilities will incorporate the need for gender neutral welfare, providing a choice for those undergoing or having undergoing transition
Marriage & Civil Partnership	<b>N/A</b>
Pregnancy & Maternity	<b>N/A</b>
Race	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.
Religion/Belief	The Council and relevant partners will ensure communication with local communities is maintained throughout the process, engaging with existing residents to gain an insight into local needs and ensure they are considered in the planning and design and in the programme of delivery.
Sex	Consideration throughout all design processes to be given to the feedback from stakeholders on the overall environment across Atlantic Wharf.
Sexual Orientation	Ensure that designs and programmes promote inclusivity and do not tolerate exclusion or discrimination and do not discourage any specific community groups from Atlantic Wharf.
Socio-economic Duty	The project will need to ensure that throughout the operational strategy delivers inclusive and accessible programmes of activities for all socio-economic groups.

## CARDIFF COUNCIL

### Equality Impact Assessment Corporate Assessment Template

	Also, ensure that there is a reasonable balance of chargeable and free to access activity and the public space is conducive for social and leisure interaction for all.
Welsh Language	Ensure that all facilities comply with the Welsh Language Act and that all visitors to Atlantic Wharf have the choice of accessing services in both Welsh and English.  During the project development, ensure all obligations regarding Welsh Language are met
Generic Over-Arching [applicable to all the above groups]	The Council and its relevant partners must ensure that all workstreams of the project continue to consider any potential impact on any group or groups and take reasonable steps to mitigate and address any such risk to provide an inclusive and accessible destination.

#### 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:	Date:
Designation: Project Manager	
Approved By: Chris Barnett	
Designation: Project Executive	
Service Area: Economic Development	

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](mailto:equalityteam@cardiff.gov.uk).

For further information or assistance, please contact the Equality Team- [equalityteam@cardiff.gov.uk](mailto:equalityteam@cardiff.gov.uk)

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**CABINET MEETING: 23 MARCH 2023**

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**RESPONSE TO THE ENVIRONMENTAL SCRUTINY COMMITTEE  
INQUIRY REPORT ON SUPPLEMENTARY PLANNING  
GUIDANCE**

**TRANSPORT & STRATEGIC PLANNING (COUNCILLOR DAN  
DE'ATH)**

**AGENDA ITEM: 12**

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**Reason for this Report**

1. To approve the Cabinet response to the Inquiry Report of the Environmental Scrutiny Committee dated October 2022 relating to Supplementary Planning Guidance.

**Background**

2. The Council is currently preparing a Replacement Local Development Plan (RLDP) and part of this process includes a review of existing planning policies and related Supplementary Planning Guidance (SPG). Given this Members of Environment Scrutiny Committee felt this was a good opportunity to inform this review and undertook an inquiry to examine when and how to use SPG and how it can be strengthened.
3. The Committee agreed the following terms of reference for the Inquiry:

**(1) *To explore planning policy in Wales to understand when to use Supplementary Planning Guidance by:***

- *Examining the relationship between the Replacement Local Development Plan, Supplementary Planning Guidance (SPG), and other planning policy tools, such as Technical Guidance Notes and Planning Advice Notes.*
- *Understanding which planning policy tool is most appropriate to use when.*
- *Investigating when SPG can be used to inform adopted LDP policies, and the timescales involved.*

- *Considering the “weight” to be afforded to SPG against adopted LDP policies.*

**(2) To explore planning policy in Wales to understand how to use Supplementary Planning Guidance by:**

- *Considering what is needed in the Replacement Local Development Plan to ensure it contains the policy ‘hooks’ required to enable SPG to pass Planning Inspectorate Wales tests.*
- *Considering whether new SPG’s fall into the following three categories:*
  - *Design Guidance*
  - *Area Briefs/Masterplans*
  - *Development Management*
- *Policy notes*
- *Researching useful good practice examples in Wales and in England where these are capable of being replicated in Cardiff, including how these were successfully implemented and used.*
- *Identifying any areas of Welsh planning system that prevent use of good practice English SPG*

4. To inform findings and recommendations the Inquiry sought the views of key stakeholders and local organisations that have a keen interest in planning to understand their perspective and benefit from their knowledge. Views were sought a range of issues including:

- The scope and length of LDPs and how to ensure there are strong “hooks” for SPG in the LDP; and
- The purposes, role, use, scope and status of SPG and how it could be made stronger and publicised.

This was supplemented by a case study specifically looking at LDP policy and SPG relating to Houses in Multiple Occupation (HMO) in Swansea Council and a review of wider good practice from across the UK.

5. The findings and recommendations are set out in the Inquiry Report which was presented to Cabinet for consideration in November 2022 and is attached at Appendix 2.

**Findings and Response to the Recommendations**

6. The Inquiry Report sets out a series of findings under several headings including the need to carefully consider the scope, language and evidence needed to support the LDP together with the need to involve stakeholders and residents in the preparation process. In relation to SPG the report noted the status and weight of SPG and sets out findings relating to the scope and style of SPG and ways to ensure it is accessible. The report

also highlights ways to strengthen SPG and sets out the need to provide clear advice on the exceptional circumstances to give decision makers clarity on when flexibility is required. Finally, the report sets out findings relating to the consultation process for SPGs, the Annual Monitoring Report, Regional Strategic Development Plans (SDPs) and a series of recommendations for the future role of the Council in the LDP and SPG process.

7. These findings translate into 12 formal recommendations to Cabinet. 10 of the recommendations are accepted or 2 partially accepted for reasons stated in Appendix 1.
8. The work Scrutiny have undertaken on this exercise is appreciated and as recommended will be considered and taken forward in the ongoing review of existing and new LDP policies and related SPG.
9. The detailed case study undertaken on Swansea Council's recently adopted Houses in Multiple Occupation (HMO) LDP policy and its relationship with the HMO SPG is particularly helpful and will aid the Council's consideration of this issue. As the case study highlighted it is important for the Council to produce evidence to demonstrate the harm caused by concentrations of HMOs in a small area and the Council is working with neighbouring Councils on producing evidence to support this. This evidence will be supported by a stronger HMO policy in the Replacement LDP taking into account the Scrutiny findings and informed by best practice from across the UK. This should better ensure that decisions made by the Council on HMO planning applications are supported by Planning Inspectors at appeal.
10. As the plan develops over the coming years, we will continue to engage with Scrutiny on the LDP and related SPG and as recommended provide comprehensive consultation and engagement with residents and stakeholders to support the process going forward.

### **Reason for Recommendations**

11. To respond to the Environmental Scrutiny Committee Inquiry on Supplementary Planning Guidance.

### **Legal Implications**

12. This report seeks approval of the Cabinet Response to the Inquiry Report of the Environmental Scrutiny Committee dated October 2022 relating to Supplementary Planning Guidance
13. In the implementation of these proposals, legal advice will be provided as these proposals are progressed.
14. 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.

15. 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.
16. The Well-Being of Future Generations (Wales) Act 2015 requires the Council to consider how its decisions will contribute towards meeting its well-being objectives (set out in the Corporate Plan). Members must be satisfied that the Council's decisions comply with the sustainable development principle, which requires that needs of the present are met without compromising the ability of future generations to meet their own needs.
17. The Council must also be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact of its proposals upon the Welsh language.

### **Financial Implications**

18. This report does not result directly in any additional financial implications. It is a response to the Environmental Scrutiny Committee inquiry on supplementary planning guidance. Any additional financial implications that arise as a result of the matters reviewed and implementation of any modifications must be considered as part of future budget setting processes.

### **Human Resources Implications**

19. There are no HR implications for this report.

### **Property Implications**

20. There are no Property implications for this report

## **RECOMMENDATION**

Cabinet is recommended to approve the response to the findings and recommendations of the Environmental Scrutiny Committee Inquiry on Supplementary Planning Guidance set out in the report and appendix 1.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Andrew Gregory</b>
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	Director of Planning, Transport & Environment
	17 March 2023

The following Appendices are attached:

**Appendix 1.** Response to Recommendations of Environmental Scrutiny Committee Inquiry on Supplementary Planning Guidance.

**Appendix 2** Inquiry Report of the Environmental Scrutiny Committee dated October 2022 relating to Supplementary Planning Guidance.



**Appendix 1** Draft Response to Recommendations of Environmental Scrutiny Committee Inquiry on Supplementary Planning Guidance.

Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
R1. Members recommend that Cabinet task officers to identify opportunities to seek views from the public and stakeholders on existing SPG and the need for new SPG, as early as possible in the replacement LDP process.	Accepted	Agree that views will be sought from the public and stakeholders on existing SPG and the need for new SPG. This can be part of the next stage in terms of Preferred Strategy Consultation and in advance of Deposit Plan preparation.	Simon Gilbert/ Stuart Williams	Summer 2023
R2. Members recommend that Cabinet task officers to use Headline Findings 1 to 7 and Key Finding 14 to Key Finding 37 when reviewing existing SPG and drafting new SPG, as part of the replacement Local Development Plan process, to ensure future SPG is fit for purpose.	Accepted	Agree that the Headline Findings in 1 to 7 and Key Finding 14 to 37 will inform the new suite of SPG to be prepared to supplement policies in the Replacement LDP.	Gilbert/ Stuart Williams	Ongoing
R3. Members recommend that Cabinet task officers, as part of the replacement Local Development Plan process, to gather and	Accepted	Agreed and noted	Simon Gilbert/ Stuart Williams	Ongoing

Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
<p>collate the evidence required to support LDP policy and associated SPG, including evidence of any harms these seek to avoid and evidence of the implications if these harms are not avoided.</p>				
<p>R4. Members recommend that Cabinet task officers, as part of the replacement Local Development Plan process, to review the findings of this Inquiry with regard to Houses in Multiple Occupation SPG, identify aspects that will assist Cardiff Council (including collating evidence of harm) to strengthen its LDP policy and SPG re Houses in Multiple Occupation and flat conversions, and build these into relevant draft SPG for consultation.</p>	Accepted	<p>Agree to review the findings relating to Houses in Multiple Occupation SPG and identify aspects (including collating evidence on harm) that will strengthen the new draft Replacement LDP Policy and related SPG for consultation.</p>	Simon Gilbert/ Stuart Williams	Spring 2024
<p>R5. Members recommend that Cabinet task Planning Officers to meet with local members on specific issues/ hot topics that impact their</p>	Accepted	<p>Agree. This has already been part of the Replacement LDP process and regular updates to Members will be scheduled in</p>	Simon Gilbert/ Stuart Williams	Summer 2023



Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
wards to help inform the review of current SPG, and support the collation of evidence, as part of the replacement Local Development Plan process.		advance of formal consultation periods.		
R6. Members recommend that Cabinet task Planning Officers to analyse and regularly publish data on the number of successful and unsuccessful appeals at Planning and Environment Decisions Wales (PEDW), in regard to Cardiff SPG, to inform where SPG are effective/ ineffective, to commence by 31 March 2023.	Partially Accepted	These are already a matter of public record, but officers can provide details upon request. It is important to note that reasons for refusal, and therefore subsequent appeals may/likely to be on matters of LDP/National Policy interpretation rather than SPG per se.	Simon Gilbert/ Stuart Williams	Ongoing
R7. Members recommend that Cabinet task officers to use Headline Findings 1 to 7 and Key Finding 1 to Key Finding 6 when reviewing existing LDP policies and drafting new LDP policies, as part of the replacement Local Development Plan process, to ensure future LDP policies are fit for	Accepted	Agree that the Headline Findings in 1 to 7 and Key Finding 1 to 6 will inform the review of existing and new LDP. These will be subject to detailed consultation and will be tested at the independent examination of the LDP.	Simon Gilbert/ Stuart Williams	Ongoing

Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
purpose and provide the hooks and linkages between the LDP and SPG.				
R8. Members recommend that Cabinet task planning officers to work with web content officers to ensure SPG on the Council's website is accessible on portable devices, is clearly labelled as either draft or approved, and is the latest version available, by 31 March 2023.	Accepted	Agreed officers will work with web content officers to review the accessibility of the SPG and labelling.	Simon Gilbert/ Stuart Williams	Spring 2023
R9. Members recommend that Cabinet task officers to strengthen future Annual Monitoring Reports, by highlighting any areas requiring work to address deficiencies and including an action plan detailing the steps to achieve this	Partially Accepted	<p>The purpose and content of Annual Monitoring Reports are prescribed by Welsh Government and the wording of the indicators in current round of Annual Monitoring Reports measure the implementation of the adopted LDP. These were agreed on adoption of the plan.</p> <p>As part of the review of the Replacement LDP the Council will need to agree new monitoring</p>	Simon Gilbert/ Stuart Williams	Ongoing

Recommendation	Accepted, Partially Accepted or Not Accepted	Cabinet Response	Responsible Officer	Implementation Date
		indicators for the Replacement LDP, and this matter can be considered in the wording of the new indicators at that stage.		
R10. Members recommend that Cabinet task officers to arrange external training for new and existing Members on the areas covered by this Inquiry, by the end of March 2023.	Accepted	Agreed Planning Training for Members will be reviewed in consultation with Member Services and Planning Service (and WLGA toolkits).	Simon Gilbert/ Stuart Williams	Ongoing
R11. Members recommend that Cabinet consider whether there is a need to offer Member training on specific issues/ hot topics prior to the adoption of the replacement Local Development Plan	Accepted	Agreed – see response to R10 above.	Simon Gilbert/ Stuart Williams	Ongoing
R12. Members recommend that Cabinet task the Head of Democratic Services to use the findings of this Inquiry to prepare a checklist for scrutiny committees to use when undertaking future scrutiny of SPG.	Accepted	Agreed.	Simon Gilbert/ Stuart Williams  Gary Jones	Spring 2024





An Inquiry Report of the:  
**Environmental Scrutiny Committee**

# **SUPPLEMENTARY PLANNING GUIDANCE**

**October 2022**



**Cardiff Council**

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## FOREWORD

*The Replacement Local Development Plan process includes a review of existing Supplementary Planning Guidance (SPG) and looks to see if new SPG is needed. It struck Members that now would be an ideal time to examine when and how to use SPG and, critically, how to strengthen SPG.*

*In addition, Members are aware that some other local authorities in Wales have reviewed their Local Development Plan policies and SPGs, resulting in a greater success rate at planning appeals; we were interested to understand how they had achieved this.*

*We also wanted to hear from key stakeholders and local organisations that have a keen interest in planning, to understand their perspective and to benefit from their knowledge.*

*I want to place on record our thanks to all those who attended our Inquiry and/ or submitted evidence, sharing good practice from elsewhere and their own thoughts and expertise. We have used this evidence to identify our findings and formulate our recommendations, which aim to strengthen future LDP policies and SPG.*

*My thanks to Councillor Lancaster who has been on the task group throughout and to previous Councillors Ramesh Patel and Emma Sandrey, both of whom contributed significantly to the evidence – gathering phase of this Inquiry.*



**Cllr Wong**  
Chair – SPG Inquiry



Cllr Lancaster



Cllr Patel  
(Previous Chair of Inquiry)



Cllr Sandrey

**October 2022**

## TERMS OF REFERENCE

**1. To explore planning policy in Wales to understand when to use Supplementary Planning Guidance by:**

- Examining the relationship between the Replacement Local Development Plan, Supplementary Planning Guidance (SPG), and other planning policy tools, such as Technical Guidance Notes and Planning Advice Notes.
- Understanding which planning policy tool is most appropriate to use when.
- Investigating when SPG can be used to inform adopted LDP policies, and the timescales involved
- Considering the “weight” to be afforded to SPG against adopted LDP policies.

**2. To explore planning policy in Wales to understand how to use Supplementary Planning Guidance by:**

- Considering what is needed in the Replacement Local Development Plan to ensure it contains the policy ‘hooks’ required to enable SPG to pass Planning Inspectorate Wales tests
- Considering whether new SPG’s fall into the following three categories:
  - Design Guidance
  - Area Briefs/Masterplans
  - Development Management Policy notes
- Researching useful good practice examples in Wales and in England where these are capable of being replicated in Cardiff, including how these were successfully implemented and used.
- Identifying any areas of Welsh planning system that prevent use of good practice English SPG.

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## HEADLINE FINDINGS

- HF1. Planning in Wales is plan-led, with local authorities required to adopt a local development plan (LDP). Crucially, planning legislation confers special status to development plan policy but not to Supplementary Planning Guidance (SPG). SPG therefore does not have the same status in law as a LDP but is a material consideration and can be afforded significant weight when considering development proposals.
- HF2. The “Development Plan” including the National Plan and LDP are the primary bases upon which planning decisions are made. Therefore, it is important that the LDP contains evidence-based, precisely written policies, detailing the Council’s specific requirements on areas that are important to the Council for shaping developments, the rationale for these, and the criteria where the Council will make an exception and not apply the policy. The strength of the LDP in encompassing these contribute significantly to whether Planning Inspectorate Wales support planning decisions on appeal.
- HF3. SPG supplements policy in the LDP – it cannot be used to make or amend policy but only to provide further technical guidance to support existing LDP policy. The LDP has to cover a large amount of policy areas and so cannot provide all the detailed technical information needed to implement LDP policies. SPG can be used to help guide decision makers and developers on how to achieve the objectives of the LDP policy. For SPG to be effective, there needs to be an effective LDP and the SPG needs to be both strong and strongly linked to the LDP.
- HF4. To be effective, the LDP must conform to national planning policy (including the National Plan, Planning Policy Wales, Technical Advice Notes and other circulars and statutory instruments), be evidence-based, have policies that set out clearly what the Council wants to achieve and the scale and type of development, be precisely worded with detailed definitions, contain thresholds, numbers, percentages, targets and measures as relevant, set out the impact seeking to avoid and consequences if not avoided, and detail exceptional circumstances. These specifics and evidence will be subject to examination by the Planning Environment Decisions Wales inspectorate as part of the LDP examination. Once the LDP policies are adopted, they will carry the weight of the LDP and enable

planning decisions, which have to be made in accordance with adopted development plan policies.

HF5. For SPG to be strong, it must state which LDP policy and paragraph it is supplementing and that it is a material consideration. It should use positive, precise language and phraseology, be as concise as possible whilst remaining fit for purpose, evidence and explain how thresholds, numbers, percentages, targets, and measures are calculated, evidence and explain how the impact seeking to avoid is measured and how the consequences of not avoiding impact, the harms arising, are measured, and provide details on exceptional circumstances and how these are worked out and applied. In addition, Councils must take SPG through the approved process, including consultation, and should formally approve SPG at a meeting of full Council. Cardiff Council planning officers highlighted that the ‘weight’ to be applied to SPG can vary depending on its relevance to the issue, the amount of consultation undertaken, the level of governance in approving the guidance and other planning factors.

HF6. It cannot be stressed enough how important it is to have appropriate hooks and strong linkages between the LDP and SPG. This can be achieved by having a clear policy in the LDP for those areas where the Council knows it wants to have an SPG, by stating upfront and clearly in the SPG which LDP policy the SPG supplements, and by using positive language in the SPG, such as the SPG is a material consideration.

HF7. This Inquiry heard from the Planning and Environment Decision Wales witnesses that the Planning system is not designed for absolute ‘*thou shalt not ever*’ policies – it is designed to enable shades of grey so decision makers can take into account the different factors that affect a particular development.

## KEY FINDINGS

### Local Development Plan

#### **Scope of LDP**

KF1. LDPs must have regard to national planning policy and take an evidence-based policy approach to address local issues. In Cardiff, the LDP will need to contain policies to cover

the breadth and complexity of Cardiff's planning landscape, ranging from urban areas, river corridors and woodland areas to post-industrial landscapes.

KF2. Cardiff Council needs to think carefully about what it seeks to achieve and how best to reach this, so that LDP policies are clear and do not cause unintended harms. It needs to make careful decisions on which policy areas to include in the LDP, including whether new policies are needed, for example a tall buildings policy.

KF3. This Inquiry heard that it is important LDP policies embed tackling the climate change and biodiversity crises and enable the achievement of Cardiff being a Carbon Neutral City by 2030.

#### ***Language in LDP***

KF4. This Inquiry heard that it is important the language used in LDP policies is precise, with proper definitions, specified targets and measures. General statements and vague wording must be avoided. Whilst the LDP is meant to be a fairly slim document, it must contain enough detail for policies and SPG to stick, without becoming too lengthy and unwieldy.

#### ***Evidence in LDP***

KF5. LDP policy must be evidence based – it is essential the Council has evidence to support policy requirements, such as thresholds, numbers, and percentages, and evidence of the harms the policy is seeking to avoid and the impact that will result if these harms are not avoided.

#### ***Exceptions in LDP***

KF6. It is important for LDP policy to set out exceptional circumstances/ criteria where the local planning authority may depart from the principles of the policy, where this is in the over-riding interest. This gives decision makers clarity and flexibility in specific circumstances.

#### ***LDP Preparation***

KF7. The LDP preparation process is set out in legislation and includes the need to involve local stakeholders and local populations. Producing an LDP is expected to take 3-4 years and is agreed with the Welsh Government through the preparation of a 'Delivery Agreement'.

KF8. The LDP preparation process includes examination by the Planning Environment Decisions Wales inspectorate. Their examination tests whether there has been sufficient consultation and whether there is a robust evidence base for policies.

KF9. This Inquiry heard that Planning Inspectors are encouraged to say, during the examination stage, if a policy needs tightening to achieve the LDP's stated aims.

***Updating LDP – responding to emergencies***

KF10. The Inquiry heard concerns that the LDP process does not allow for rapid response to emerging challenges, such as the biodiversity, nature and climate emergencies and the Covid-19 pandemic.

KF11. Members believe that, as the replacement LDP Vision includes ensuring Cardiff is carbon-neutral by 2030, the replacement LDP will need to embed tackling the climate change, nature, and biodiversity crises. However, Members recognise the challenges posed by the need to respond appropriately and quickly to as yet unknown crises. Members believe the short-term review process, set out below, provides a mechanism to address this.

KF12. Local authorities can carry out a short-term review if they find that a policy is not delivering as intended. These reviews take close to 2 years to complete and require the Planning Environment Decisions Wales inspectorate to schedule inspector time to look at the review.

KF13. Witnesses from the Planning Environment Decisions Wales inspectorate commented that, as Cardiff is underway with its replacement LDP, it is not worthwhile carrying out a short-term review currently, unless something is felt to be a major issue.

## Supplementary Planning Guidance

***Status and Weight of SPG***

KF14. Supplementary Planning Guidance (SPG) derives from LDP policy, which provides the substantive intended policy, the 'hook.' SPG does not have the same status as the LDP in

law due to the way the legislation has been drafted. SPG is a material consideration but is not enforceable.

KF15. The English planning system enables Supplementary Planning Documents (SPD) to be taken as part of the Local Plan document and thus be part of the statutory process and examined. This gives these SPD added weight. There is no similar provision in Wales.

KF16. During his evidence to the Inquiry, Dr Harris, Cardiff University, raised the possibility that, in the absence of a similar system to England, an independent review of SPG may add weight to SPG. This approach has not been tested or substantiated in Wales.

### **Scope of SPG**

KF17. SPG helps guide decision makers and developers on how they might achieve the aim of the LDP policy, how the policy is going to be interpreted, and how to implement LDP policy. They provide technical guidance, design parameters and minimum/ maximum standards, for example for parking, floorspace etc., and can be site specific masterplans, area-based guidance, design guidance or development management policy notes. SPG should set out the mechanism by which thresholds, numbers and percentages are calculated, and provide detail on harm(s) seeking to avoid and the impact if these harms are not avoided, and exceptional circumstances. SPG can only provide additional advice and guidance and cannot contain the criteria for deciding planning applications upfront.

KF18. Whilst SPG derives from LDP policy, this Inquiry heard that SPG needs to be kept relevant, within the bounds of the LDP policy, for example by:

- i. updating SPG to reflect changes in the legislative, policy and local government landscape
- ii. ensuring SPG are future-proofed and address the Climate and Nature emergencies
- iii. introducing new SPG as needed, such as for tall buildings and conservation of historic buildings.

### **Style of SPG**

KF19. This Inquiry heard that SPG should be as concise as possible whilst remaining fit for purpose. They should use positive, precise language and:

- Cite LDP policy and paragraph upfront
- State SPG is a material consideration

- Be clear and unambiguous re what the Council is expecting
- Use positive phraseology, such as '*expectations of local authority*' and '*basis for negotiations*'
- Contain evidence for thresholds, numbers, percentages
- Contain details of the harm(s) the SPG is seeking to avoid and the implications if harm(s) is not avoided
- Contain details of exceptional circumstances
- Not state '*this is a non-statutory document.*'

KF20. This Inquiry heard that the phraseology and content of SPG can be strengthened by using an iterative consultation process that enables stakeholders and the general public to work with the Council to suggest improvements and tighten wording.

#### ***Exceptional circumstances in SPG***

KF21. This Inquiry heard from the Planning and Environment Decisions Wales inspectorate witnesses that the planning system is not designed to be prescriptive, and there has to be some flexibility to enable decision makers to apply judgement within the context of the LDP vision and objectives.

KF22. To provide a framework for flexibility, the LDP and SPG need to provide clear advice on the exceptional circumstances where the usual LDP and SPG expectations will be disappplied in the over-riding interest. Providing detail in the SPG on exceptional circumstances gives decision makers clarity on when flexibility is required, when the impacts the SPG seeks to avoid are outweighed by the individual circumstances. Cardiff Council planning officers added that each development proposal has to be considered on its own merits, having regard to all factors and with planning officers having the consider the 'planning balance' in the public interest.

KF23. The SPG should provide details on the exceptional circumstances, the evidence to support these, the calculations that will be used to reach a decision where exceptions relate to thresholds, numbers or percentages, and the way in which the Council will approach the exceptional circumstance.



**Strong SPG**

KF24. This Inquiry expressly sought the views of witnesses on how to strengthen SPG and, specifically, how to ensure they are strong enough to withstand appeals against local Planning Committee decisions that rely on SPG.

KF25. The Inquiry heard that Planning Inspectors will give considerable weight to SPG where:

- i. it complies with national planning policy
- ii. it is clearly linked to the substantive policy within the LDP
- iii. it has been subject to public consultation, and
- iv. it has been approved by Council as supplementary planning guidance.

KF26. This Inquiry heard that the following factors also strengthen SPG:

- i. positive phraseology
- ii. clearly stating the impact they seek to avoid and the implications if this impact is not avoided
- iii. evidencing specifics in the SPG such as thresholds, numbers, and percentages, harms avoiding and the impact if these harms are not avoided, and
- iv. providing details of exceptional circumstances.

KF27. Swansea Council provided the Inquiry with examples of cases where the Planning Inspector upheld decisions in favour of the local planning authority, following strengthening of their LDP policy and SPG for Houses in Multiple Occupation (HMOs).

KF28. Dr Harris, Cardiff University, mooted the possibility of consulting on critical SPG in parallel with LDP, so that these SPG go through the same process as the LDP and thereby draw weight from this. Witnesses from the Planning and Environment Decisions Wales inspectorate commented that they could see the advantages to this. However, both Dr Harris and witnesses from the Planning and Environment Decision Wales inspectorate highlighted that this would be resource intensive, as it would require officers to draft LDP policy and SPG in the same timeframe, and therefore there may be capacity issues that prevent this taking place. However due to the way the current legislation has been drafted, planning legislation only confers special status to development plan policy and not to Supplementary Planning Guidance (SPG).

### **Identifying SPG**

KF29. Cardiff Council planning officers highlighted that, in their view, there is merit in identifying where future SPG will be required at an early stage in the replacement local development plan preparation and consulting on this. They added that work on the evidence base could then be used to inform new SPG quicker following adoption of the Plan. Likewise, existing SPG that remain fit for purpose could be brought forward quicker in early tranches on SPG preparation.

### **Consultation on SPG**

KF30. The Inquiry heard that SPG must be consulted on and that the Council needs to set out how they have assessed representations, responded to these and whether they have made resultant changes to the SPG. As SPG derives from LDP policy, it is essential to ensure LDP consultation is right, so that the LDP is robust, passes examination and is adopted.

KF31. The Inquiry heard conflicting views on SPG consultation in Cardiff, to date. Dr Harris commented that he could see, on Cardiff Council's website, that SPG have been consulted on, that representations have been assessed and responded to, and that SPG have been approved by Council resolution. However, Cardiff Civic Society wanted to see a more expansive consultation, as they felt examples and suggestions made by themselves and other stakeholders had not been taken on board. Cardiff Council planning officers explained to the Inquiry that consultation listens to a variety of views, sometimes conflicting views, and that reasons are given for amendments; however, it is not possible to take on board everyone's, sometimes conflicting, views. They emphasised that SPG include appendices to identify the consultation responses and the actions/ changes made following consultation, which helps add 'weight' as does the fact the Council consults for a reasonable period, publicises this consultation and seeks to approve SPG through Cabinet and Full Council.

KF32. Cardiff Future Wellbeing Alliance witnesses emphasised the replacement LDP and SPG consultation process is a real opportunity to engage, educate, increase understanding, and build trust in the planning process. They highlighted the need for engagement and an iterative process, to seek views once citizens know more about the planning system, rather than the current, periodic consultation exercise. Cardiff Council planning officers stated that they appreciated the point made, adding that the consultation

process is governed by legislation with national guidance the Council needs to follow. They added that they have made concerted efforts to amplify community voices, including children and young people, throughout the replacement local development plan process.

### ***Ensuring SPG are Accessible***

KF33. This Inquiry heard from several witnesses that there is a need to ensure the accessibility of SPG by:

- i. Including all SPG on a specific section of the Council's website
- ii. Ensuring the status of SPG is clear
- iii. Replacing draft SPG with approved SPG
- iv. Providing a table of proposed SPG, clearly stating where these later morph into other planning tools, such as Technical Guidance Notes
- v. Ensuring documents are capable of being downloaded onto mobile devices without compromising their usability.

KF34. Cardiff Council planning officers explained that there is a section on the Council's website for SPGs, with a list of approved SPGs, a page for draft SPGs for consultation, and a list of related Technical Guidance Notes. They stressed the need for Council website documents to meet the accessibility regulations that apply to public sector bodies<sup>1</sup>.

### ***Good Practice SPG***

KF35. Members undertaking this Inquiry were keen to find good practice SPG to illustrate the points made about how and when to use SPG effectively. They sought the advice of the Planning and Environment Decisions Wales inspectorate officers and were advised that:

- a. in general, the best LDP and SPG are the simplest.
- b. whilst policies in England and Wales are diverting, the principles and mechanisms of the planning systems are the same and there is no harm in looking for good practice SPG examples in England.

KF36. Members also heard, from Cardiff Civic Society, that, given the range of SPG in England and Wales, it is essential for the Council to be clear what it is aiming to achieve so that relevant good practice examples are selected.

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<sup>1</sup> Public Sector Bodies (Websites and Mobile Applications) (No. 2) Accessibility Regulations 2018

KF37. Bearing this advice in mind, the Inquiry sought witnesses' views on good practice SPG relating to biodiversity, climate change, and sustainability – given the LDP Vision aims to be carbon-neutral by 2030 and to tackle the climate and nature emergencies - and Houses in Multiple Occupation (HMO) and Purpose-Built Student Accommodation (PBSA) – as Members are aware of issues in Cardiff relating to these areas. The body of this report cites the following good practice examples:

- a. Bath & North-East Somerset Council – Houses in Multiple Occupation SPD
- b. Bristol Council – Climate Change SPG
- c. Bristol Council – Trees SPG
- d. Cornwall Council – Biodiversity SPG
- e. Monmouthshire Council - Green Infrastructure SPG
- f. Newcastle City Council – Sustainability Statements Planning Process Note
- g. Public Health Wales – Healthy Weight Environment SPG template
- h. Swansea Council – Biodiversity and Development SPG
- i. Swansea Council – Houses in Multiple Occupation and Purpose-Built Student Accommodation SPG
- j. Swansea Council – Placemaking - Street Trees SPG
- k. Swansea Council – Trees, Hedgerows and Woodlands SPG
- l. Woking Council – Climate Change SPG.

## Other

### ***Other planning tools***

KF38. This Inquiry heard that, whilst there are other planning tools alongside the LDP, none of these carry more weight than SPG. Tony Thickett, Deputy Chief Planning Inspector, stated Councils can prepare what they like and call it what they like but they need to get it approved as SPG for it to have as much weight as possible. Additionally, the SPG must have a strong linkage to an existing substantive policy within the LDP.

### ***Annual Monitoring Report (AMR)***

KF39. Councils are required to produce an annual monitoring report that sets out progress in delivering the LDP policy objectives and highlights issues with SPG. This Inquiry heard that Cardiff Council's 5<sup>th</sup> AMR does not highlight concerns re SPG, stating that most SPG are working as intended. Members of the Inquiry were aware that the LDP Review, March 2021, identified, at point 3.36, '*the issue of sub-divisions/ conversions into HMOs and flats*

*is a matter which is considered to warrant a detailed analysis in response to concerns regarding the cumulative impact of proposals on local communities and amenity considerations of occupiers and neighbours. Whilst additional SPG has been prepared, appeal decisions are not always supporting the Council's position, so a review is considered timely.* Members therefore concluded that the Annual Monitoring Report required strengthening, to make it clearer to readers the areas needing actions to address deficiencies, perhaps by highlighting these and including an action plan, with steps to address these deficiencies.

### **Regional Strategic Development Plans (SDP)**

KF40. In the future, Wales's planning system will have three tiers – the national tier set out in Future Wales, the regional tier set out in SDPs and the local tier set out in LDPs.

KF41. As yet, there is no guidance or framework regarding SDPs, although Welsh Government are currently consulting on SDP preparation. Members heard that concerns have been raised that the resources required to prepare SDPs will impact on the preparation of local authority SPG as local authority staff may be called on to draft the SDP. It may also be possible that the SDPs themselves require SPG; this is still to be determined.

### **Role of Council**

KF42. Over the course of this Inquiry, it has become clear that it is essential for the Council to:

- a. Think through what outcomes it wants to achieve and whether this is best achieved via LDP policy or other mechanisms
- b. Consider carefully whether proposed LDP policies may result in unintended harms
- c. Think carefully about which policies to include in the LDP and what SPG is required
- d. Think carefully about what information needs to go into the LDP policy and what information can be deferred to SPG, using good practice examples to assist consideration
- e. Ensure SPG are able to be linked to specific policies in LDP
- f. Ensure SPG are up to date, reflect climate and nature emergencies, and address issues that have grown in importance since the last LDP, such as tall buildings and conserving historic buildings, post-pandemic recovery, cost of living crises, homelessness and affordable housing
- g. Consider whether to consult on some SPG in parallel to LDP
- h. Examine how to ensure an accessible and inclusive consultation and engagement process for LDP policies and SPG, in line with legislation and national guidance
- i. Assess how best to publicise SPG, for example by ensuring SPG are accessible.

## RECOMMENDATIONS

This Inquiry sought to understand how and when to use Supplementary Planning Guidance (SPG) and how to strengthen planning policy to ensure SPG is robust. Having considered the evidence to this Inquiry, the Environmental Scrutiny Committee makes the following recommendations to ensure the replacement Local Development Plan process establishes strong foundations for required SPG and that future SPG are fit for purpose.

- R1. *Members recommend that Cabinet task officers to identify opportunities to seek views from the public and stakeholders on existing SPG and the need for new SPG, as early as possible in the replacement LDP process.*
- R2. *Members recommend that Cabinet task officers to use Headline Findings 1 to 7 and Key Finding 14 to Key Finding 37 when reviewing existing SPG and drafting new SPG, as part of the replacement Local Development Plan process, to ensure future SPG is fit for purpose.*
- R3. *Members recommend that Cabinet task officers, as part of the replacement Local Development Plan process, to gather and collate the evidence required to support LDP policy and associated SPG, including evidence of any harms these seek to avoid and evidence of the implications if these harms are not avoided.*
- R4. *Members recommend that Cabinet task officers, as part of the replacement Local Development Plan process, to review the findings of this Inquiry with regard to Houses in Multiple Occupation SPG, identify aspects that will assist Cardiff Council (including collating evidence of harm) to strengthen its LDP policy and SPG re Houses in Multiple Occupation and flat conversions, and build these into relevant draft SPG for consultation.*
- R5. *Members recommend that Cabinet task Planning Officers to meet with local members on specific issues/ hot topics that impact their wards to help inform the review of current SPG, and support the collation of evidence, as part of the replacement Local Development Plan process.*
- R6. *Members recommend that Cabinet task Planning Officers to analyse and regularly publish data on the number of successful and unsuccessful appeals at Planning and*

*Environment Decisions Wales (PEDW), in regard to Cardiff SPG, to inform where SPG are effective/ ineffective, to commence by 31 March 2023.*

- R7. Members recommend that Cabinet task officers to use Headline Findings 1 to 7 and Key Finding 1 to Key Finding 6 when reviewing existing LDP policies and drafting new LDP policies, as part of the replacement Local Development Plan process, to ensure future LDP policies are fit for purpose and provide the hooks and linkages between the LDP and SPG.*
- R8. Members recommend that Cabinet task planning officers to work with web content officers to ensure SPG on the Council's website is accessible on portable devices, is clearly labelled as either draft or approved, and is the latest version available, by 31 March 2023.*
- R9. Members recommend that Cabinet task officers to strengthen future Annual Monitoring Reports, by highlighting any areas requiring work to address deficiencies and including an action plan detailing the steps to achieve this.*

During the course of this Inquiry, Members reflected that much of what they had learned about the LDP and SPG, the interface between them and their essential nature, was new to them, despite having attended internal Cardiff Council training on planning. Members believe that this knowledge gap exists for other Members as well and believe it would benefit Cardiff Council for this to be addressed, enabling Members to better focus their enquiries. Therefore:

- R10. Members recommend that Cabinet task officers to arrange external training for new and existing Members on the areas covered by this Inquiry, by the end of March 2023.*
- R11. Members recommend that Cabinet consider whether there is a need to offer Member training on specific issues/ hot topics prior to the adoption of the replacement Local Development Plan.*

There are likely to be a number of either new or amended SPG following adoption of the replacement Local Development Plan. Members recognise effective scrutiny of SPG is crucial and that the findings of the Inquiry are useful to assist this. Therefore:

*R12. Members recommend that Cabinet task the Head of Democratic Services to use the findings of this Inquiry to prepare a checklist for scrutiny committees to use when undertaking future scrutiny of SPG.*



## OVERALL CONTEXT

1. Supplementary Planning Guidance (SPG) is precisely that – it *supplements* existing policy in the Local Development Plan (LDP), to help *guide* decision makers and developers on how to achieve the LDP policy.
2. The LDP is the primary basis on which planning application decisions are made. It is essential that policy areas that are important to a Council for shaping development are written into the LDP, with the necessary level of detail.
3. SPG are not crucial to planning application decisions – they are a material consideration but the policy which they amplify must already exist in the LDP. SPG cannot be used to set or amend policy – the policy has to be in the LDP.
4. In order to have effective SPG, a Council must have an effective LDP.
5. LDPs have to fit with the legislative framework for Wales and the national planning policy set by Welsh Government. Otherwise, they will be deemed unsound by the Planning Inspectorate, meaning they cannot be adopted by the local authority and implemented.

## PLANNING IN WALES - BACKGROUND

6. The planning system in Wales is ‘plan-led,’ which ‘*means that national and local planning policy is set out in formal development plans which describe what developments should and should not get planning permission, how land should be protected and seeks to ensure a balance between development and environmental protection in the public interest.*’<sup>2</sup> These plans include Planning Policy Wales and the National Development Framework at a Welsh Government level, and Local Development Plans at a local authority level.
7. These plans need to fit with the legislative framework for planning in Wales, provided by the following:

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<sup>2</sup> ‘*Comparison of the planning systems in the four UK countries*’ January 2016 – National Assembly for Wales Research Paper

Specific Planning Acts

- Town and Country Planning Act 1990
- Planning and Compulsory Purchase Act 2004
- Planning Act 2008
- Planning (Wales) Act 2015

Overarching legislation

- Wellbeing of Future Generations (Wales) Act 2015
- Environment (Wales) Act 2016
- Historic Environment (Wales) Act 2016
- Public Health (Wales) Act 2017

8. The Welsh Government's Planning Policy Wales (PPW) sets the context for planning in Wales, including the context for Local Development Plans and, therefore, Supplementary Planning Guidance. PPW is updated as required, following consultation, with the latest edition issued as an online document only. It is supplemented by technical advice notes, circulars, and policy clarification letters.
9. The Welsh Government's Minerals Planning Policy Wales provides the planning policy framework for mineral extraction and related development and their Natural Resources Policy sets out the need to deliver nature-based solutions, increase renewable energy and resource efficiency, and take a place-based approach.
10. The Welsh Government has issued 24 Technical Advice Notes (TANs) to provide detailed guidance on specific areas, and 2 Minerals Technical Advice Notes (MTANs).
11. The Welsh Government's National Development Framework (NDF) sets out national spatial planning policies and Local Development Plans must take the NDF into account. It is known as 'Future Wales: The National Plan 2040'.
12. The Planning (Wales) Act 2015 set out provision for regional development plans, known as Strategic Development Plans (SDPs). The aim is to deal more effectively with cross-boundary issues and achieve better planning outcomes. The new Corporate Joint

Committees are responsible for developing these. The development process mirrors the LDP process. Cardiff is in the South-East Wales strategic planning area.

13. The Welsh Government Building Better Places guidance was produced to assist recovery after the Covid-19 pandemic. The guidance promotes a placemaking approach that is people-focused and environment-led and states that the need for economic recovery should not be at the expense of quality, both in terms of health and well-being and in response to the climate and nature emergencies. The Welsh Government has also issued a Welsh National Marine Plan and Prosperity for All: A Low Carbon Wales.

## LOCAL DEVELOPMENT PLANS

14. The Planning and Compulsory Purchase Act 2004 introduced a statutory requirement for each Local Planning Authority to produce an LDP that sets out proposals and policies for the future use of all local land, covering a period of 10-15 years. Once an SDP is in place, the Local Planning Authority will only be required to produce a 'light' version of an LDP for its area.
15. The Vice-Chair of the Planning Officers Society Wales, Tom Evans, explained to the Inquiry that Planning Act legislation confers special status to development plan policy (LDP) but not to planning guidance (SPG). Planning decisions must be made in accordance with planning legislation, in accordance with Future Wales and in accordance with adopted Local Development Plans.
16. Dr Harris, Senior Lecturer in Planning, Cardiff University, explained to the Inquiry that in the Welsh planning system, SPG is supplementary guidance as the name states, so therefore they are not crucial to planning application decisions: anything that Members really want planning decisions to hang on needs to have a policy in the LDP. So, **it is not just a case of thinking how to strengthen SPG: a Council needs to have a strong LDP, this is crucial – it is a matter of how the LDP forms the substantive policy as hooks for SPG.**
17. Members therefore sought to understand how best to frame and word an LDP to ensure that it is strong and forms strong hooks for SPG. Members explored the following topics:

scope and length of LDPs; witnesses' views on how to ensure a strong LDP, with strong hooks; and how to update an LDP.

### **Scope of LDP**

18. The Vice-Chair of the Planning Officers Society Wales, Tom Evans, explained that LDPs must have regard to national planning policy, set out in Future Wales. Members also heard that the LDP must have regard to the SDP when it is produced. The technical term used is '*general conformity*.'
19. The Chief Inspector of Planning, Victoria Robinson, explained that LDPs address the issues that face their specific area and, therefore, LDPs across Wales will be different because of differences in local issues and the evidence that supports these policies e.g., Cardiff and Swansea will have issues with HMOs (*Houses in Multiple Occupation*) and PBSAs (*Purpose Built Student Accommodation*) and local evidence for this whereas Carmarthenshire would not, whilst other areas may have issues with barn conversions, for example, and also affordable housing levels will vary across Wales – there is no '*one size fits all*' for planning policy, it is not black or white, it's all about degrees.
20. In terms of the issues facing an area, it is important for a Council to think through what it wants to achieve and how best to reach this. The Vice-Chair of the Planning Officers Society Wales, Tom Evans, explained that LDP policies need to be clear about what they want to achieve, the scale and type of development – this has to be in the LDP as it is fundamental, it cannot be left to SPG to describe this.
21. In their written contribution, the Design Commission for Wales stated that strong general policies need to be included within the LDP that can be given more detail or specific application within SPG. They added that the topics of SPG should be established now so they can be linked to specific policies within the LDP, and reference should be made to SPG within the LDP.
22. The Deputy Chief Inspector of Planning, Tony Thickett, highlighted that it is important for Councils to think through the consequences of policies – intended and unintended consequences – to ensure that policies do not cause harm. He gave an example from Leeds, where their local plan included a proposed policy to refuse any further HMO

applications in Headingley – a student area. At the public sessions that are part of the examination process, Tony heard from an old man, who was in tears because this would mean he would not be able to sell his property – his was the last property in his street that was not a student house and the only people who would want to buy it would be people wanting to convert it into an HMO. This was an unintended consequence of the proposed policy and Leeds Council relented, as it had not wished to cause harm but to prevent harm. This illustrates the importance of thinking through what it is the Council wants to achieve and how best to reach this. Tony Thickett emphasised it is important for Councils to think through the potential consequences of ‘absolutes.’

23. Both Cardiff Civic Society and Cardiff Future Wellbeing Alliance highlighted that the One Planet Cardiff strategy and commitment that Cardiff will be a Carbon Neutral City by 2030 will require LDP policies to embed this across the LDP, to ensure the climate change and biodiversity crises are addressed. They highlighted the LDP is critical to the success of achieving these stated aims.

*‘Dovetailing the One Planet Cardiff strategy with the LDP is critical – if do not get this right, then One Planet Cardiff will fail.’*

*Clare James*

*‘Consultation has resulted in one big change being made to the draft Vision & Objectives and that is to include ‘Cardiff will be a Carbon Neutral City by 2030’ – this will be a huge task to build this into LDP policies, a big challenge.’*

*Lyn Eynon*

24. The Welsh Government LDP Development Manual<sup>3</sup> sets out the following regarding the scope of LDPs:

A plan will contain the strategy, policies, and allocations to address the key issues, based on robust evidence. It will shape and guide development proposals to sustainable locations, delivering the scale and type of growth and well-being required over the plan period. A plan will demonstrate how it delivers the National Sustainable Placemaking Outcomes, that development is deliverable, financially viable, phased and supported by infrastructure. LDPs will support consistent decision making across Wales.

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<sup>3</sup> The Welsh Government manual for developing a local development plan is available online at: [development-plans-manual-edition-3-march-2020.pdf \(gov.wales\)](https://gov.wales/development-plans-manual-edition-3-march-2020.pdf) Downloaded 30/11/21

### ***Length of LDP***

25. The Deputy Chief Inspector of Planning, Tony Thickett, explained that the LDP is meant to be a fairly slim document, with the additional detail in SPG; a Council cannot put all the detail in an LDP as it would end up with a lengthy, unwieldy plan, so it needs to delegate to guidance how policy should be interpreted.
26. Members queried how Councils ensure that the LDP is detailed enough without it becoming too lengthy, particularly as the Inquiry was being advised that Councils need to put the right amount of detail in their LDP and cannot just include it in SPG. The Deputy Chief Inspector of Planning, Tony Thickett, explained that it is important the LDP include thresholds or numbers or percentages, and that the LDP policy says what the aim is. He highlighted that **it is far stronger to put the threshold in the LDP**. He cited Swansea's HMO policy which has the threshold in the LDP and also has exceptions criteria. So, Swansea's HMO approach carries the weight of the LDP, whereas Cardiff's SPG does not carry the same weight as the thresholds are not in the LDP.
27. Dr Harris, Senior Lecturer in Planning, Cardiff University, stated that it is a question of '*what is the detail?*' If something is not in the LDP, it will not have the same weight. Therefore, Councils need to make careful decisions re what is in the LDP and what is not in the LDP – a policy for any eventuality will lead to an unworkable length but Councils need to create space in LDP for a bit more detail.
28. Members concluded that LDPs need to be detailed enough for policies and SPG to stick without becoming too lengthy and unwieldy.

### ***How to ensure a strong LDP***

29. The Inquiry sought the views of witnesses on how to ensure a strong LDP and heard that the following elements are key: language; evidence; exceptions; and process.

#### ***Language***

30. Lyn Eynon, Cardiff Civic Society highlighted the need for Cardiff Council to tighten up the language in the LDP, calling for the replacement LDP to have precisely worded policies, with specifics such as targets and measures, rather than general statements and phrases. He stated that '*Compared to Swansea, Cardiff's LDP has no number or*

*specifics, for example Policy H.5 - sub-divisions & conversions of residential properties – has very general statements and phrases, such as ‘no material harm to amenity of nearby residences’ which means it does not have the precision of Swansea’s LDP. So, Swansea’s LDP is well-defined unlike Cardiff’s, which is not well-defined and therefore it is hard to prove whether an exception or not. Cardiff needs to put more precise detail into its LDP.’*

31. Following his meeting with the Inquiry, Lyn Eynon emailed scrutiny services to add to the above, highlighting his concern that developers are using viability claims to evade the LDP affordable housing policy:

*‘One of my observations was on how loose language in the LDP was allowing developers to evade the spirit of the LDP because they could not be pinned down on the letter of it... Policy H3 on Affordable Housing is repeatedly evaded by developers through viability claims permitted under paragraph 5.11, as recently happened on Guildford Crescent. A paragraph in the Planning Statement for a current application 22/00415/MJR signals that this will be done again for this large development of 331 flats. The policy seeks 20% affordable housing on brownfield sites that meet the identified criteria. It notes that affordable housing will be sought to be delivered on-site unless there are exceptional circumstances. The supporting text (Paragraph 5.11) confirms that in negotiating affordable housing, each proposal’s actual contribution will depend on that scheme’s capacity for provision. This is to ensure that the affordable housing contribution in itself will not make a scheme unviable. I would be grateful if you could pass this on to the Scrutiny Task and Finish team, as viability claims are making LDP Policy impossible to enforce.’*

32. Cardiff Future Wellbeing Alliance witnesses stressed that the LDP needs to be tighter on environmental issues. They stated that the LDP could be made stronger by introducing clear targets and measures and then having an SPG that explains the ‘how.’
33. The Deputy Chief Inspector of Planning, Tony Thickett, explained that Councils need to think about what the objective is they are seeking and ensure there are proper definitions with enough detail. He gave a theoretical example of a local authority having very vague wording such as ‘we like things that are nice-looking’ – that is a valid aim but there is no detail, nothing about how that is to be achieved, or what it means.

34. The Welsh Government LDP Development Manual<sup>4</sup> sets out the following regarding LDPs being clear and succinct:

An LDP should be focussed, succinct and relevant to the key issues it is seeking to address. An LDP should not repeat national policy. Plans should not be a compendium of policies to cover every eventuality. Succinct LDPs should use plain language, avoid jargon, be accessible to the reader and enable effective plan review and revision.

**Evidence**

35. The Deputy Chief Inspector of Planning, Tony Thickett, stressed that LDP policy must be evidence based, and that it is essential to evidence thresholds, numbers, percentages, and impact trying to avoid, for example, what is the impact of having more HMOs than the policy states is acceptable, what is the tipping point, and where is the evidence to support this tipping point and the impact if this tipping point is breached?
36. Members sought assurance that council officers have been told about the need to evidence LDP policies and the Deputy Chief Inspector of Planning, Tony Thickett, confirmed that he has met with Cardiff Council planning officers and told them about the need to evidence LDP policies and SPG.
37. The Welsh Government LDP Development Manual<sup>5</sup> sets out the following regarding LDPs being based on robust evidence:

A plan will contain the strategy, policies, and allocations to address the key issues, based on robust evidence.

**Exceptional Circumstances**

38. The Vice-Chair of the Planning Officers Society Wales, Tom Evans, explained it is important for LDP policy to set out exceptional circumstances, setting out the sort of circumstances where the Council may depart from the principles of the policy i.e., where this is in over-riding interest. This gives decision makers clarity and flexibility in specific circumstances to enable them to divert from the over-arching principles when this is in the over-riding interest.

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<sup>4</sup> Available online at: [development-plans-manual-edition-3-march-2020.pdf \(gov.wales\)](https://gov.wales/development-plans-manual-edition-3-march-2020.pdf) Downloaded 30/11/21

<sup>5</sup> As above



39. The example cited to the Inquiry was Swansea Council’s policy for Houses in Multiple Occupation (HMOs) and Purpose-Built Student Accommodation (PBSA). The LDP policy sets out exceptional circumstances where some long-standing empty properties may be allowed to become HMOs in specific circumstances. The HMO and PBSA SPG, December 2019, then provides more details on how exceptional circumstances are determined and the reasons for this, linking these back to the LDP policy.<sup>6</sup>

**Process**

40. The key stages in the LDP process – Preferred Strategy, draft LDP, deposit and examination - are set out in legislation. The Welsh Government manual for developing a local development plan is available online at: [Development Plans Manual \(Edition 3\) March 2020 | GOV.WALES](#) This sets out the steps to follow when preparing an LDP.
41. The Vice-Chair, Planning Officers Society Wales, Tom Evans, explained that timescales per se are not written in the legislation and LDP Manual – each local authority can go through the key stages of LDP process at different times – Cardiff and his authority, Swansea, have major sites and issues to plan for and engage on and the biggest populations to engage with and consult with, which is why it takes longer. He explained that, ultimately, if Council’s rush the process, then 1) they do not involve stakeholders and the local populations as much as they should be 2) there is not enough time to evidence decisions and policies and 3) independent examination finds it an unsound process and one that can be picked apart by Inspectors. So, Councils should not rush the stages. It is an unwieldy process and can be frustrating for practitioners as much as others. He stated that, to be fair to Welsh Government, they have made moves to speed up the process by slimming down the key stages, so the aspiration is it takes 3-4 years to produce an LDP rather than 5-7 years, as previously. However, the timings will vary from local authority to local authority, depending on the scale and type of issues and the size of population to consult with.
42. Once the Local Planning Authority has prepared a draft LDP, known as a deposit plan, the Planning and Environment Decision Wales inspectorate<sup>7</sup> examines the deposit plan

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<sup>6</sup> See Case Study Note on Page 29 of this report

<sup>7</sup> Planning Inspectorate Wales is now part of Welsh Government and is known as Planning and Environment Decisions Wales (PEDW)

and related documents to ensure the plan is ‘sound’ and that the views of all those who have commented have been considered. They report any changes that should be made to the plan. Their views are binding on the Local Planning Authority.

43. The Deputy Chief Inspector of Planning, Tony Thickett, confirmed that when he examines Plans he will say if policy needs to be tightened to achieve the stated aim, and that the Inspectorate encourages all Planning Inspectors to do that.

### ***How to ensure strong ‘hooks’ in LDP***

44. The Welsh Government’s LDP Development Manual sets out that there must be an LDP policy or policy criterion that provides the development plan ‘hook’ for an SPG; SPG cannot be linked to national policy alone. This point was emphasised by witnesses to the Inquiry:

*‘It is important to have the appropriate hooks and linkages between the LDP and SPG. SPG needs to derive from and be consistent with LDP policy – not national policy, must be linked to local policy in LDP that has been adopted’*

*Tom Evans, Vice-Chair, Planning Officers Society Wales*

*‘SPG are parasitic – they suck their power from the LDP policy that they hook into.’*

*Dr Harris, Senior Lecturer in Planning, Cardiff University*

45. Dr Harris, Senior Lecturer in Planning, Cardiff University, elaborated that Councils need to have a clear policy in the LDP for those areas where they know they want to have SPG. It is not sufficient to have SPG linking to several LDP policies, as this could weaken it. He cited Cardiff Council’s Tall Buildings SPG that supplements five policies in the LDP and questioned whether this waters down the relationship between the SPG and LDP policies and therefore its weight and hook; it is having to call on 5 policies and hooks because there is not one policy in the LDP on tall buildings to give it direct strength and linkage – this could cause it to lose weight because it does not have a clear hook to pull on – it is pulling on too many related policies rather than one specific policy.

46. Dr Harris added that Councils need to try to get detail into the LDP to get the policy hooks strong; he highlighted that Councils may find Inspectors require the Council to strike out some of the detail if they feel the detail should be in a SPG rather than the statutory plan.
47. Dr Harris summarised that, to make LDP policy hooks strong:
- a. Have a clear policy in LDP - for those areas where you know you want to have an SPG, rather than SPG linking to several policies
  - b. Be upfront and clear in SPG – start with clear statement of which policy in LDP the SPG hooks to, that *'this is the LDP policy, and this is what is being supplemented'*.
  - c. Use positive language – state SPG it is a material consideration – e.g., Monmouthshire's Green Infrastructure SPG follows this positive tone – sharp and focused and explains why people should pay attention to it.

### **Updating LDP**

48. Cardiff Civic Society highlighted that the pace of change since the LDP was adopted has been rapid, citing the Well Being of Future Generations Act, Brexit, and the Covid-19 Pandemic as some examples that have radically changed the context for the LDP. Nerys Lloyd-Pierce, Chair Cardiff Civic Society stated:

*'LDPs need to be less lumbering if they are going to be effective – they will be pretty much obsolete towards the end of their lifespan otherwise, and we need a Replacement LDP that is more moveable, particularly to be able to address crises such as biodiversity, nature and climate emergencies that are only going to accelerate'*

49. However, the Vice-Chair, Planning Officers Society Wales, Tom Evans was less sceptical that LDP and policies will go out of date within the lifespan of the LDP, given the new process and timescales set out in the updated LDP manual. He stated that, if the main issues are covered by policies that SPG can build on and amplify, the LDP will be in a good place.
50. Having considered the above, Members believe that, as the replacement LDP Vision includes ensuring Cardiff is carbon-neutral by 2030, the replacement LDP will need to

embed tackling the climate change, nature, and biodiversity crises. However, Members recognise the challenges posed by the need to respond appropriately and quickly to as yet unknown crises. The short-term review process, set out below, provides a mechanism to address this.

***Short-Term Review***

51. The Inquiry heard, from the Deputy Chief Inspector of Planning, Tony Thickett, that local authorities can carry out a short-term review if they find that one policy is not delivering what the Council had intended or a particular area is not doing what the council wants it to do. These reviews take close to 2 years to complete and require the Planning and Environment Decisions Wales inspectorate to schedule inspector time to look at the review.
52. The Deputy Chief Inspector of Planning, Tony Thickett, clarified that, as Cardiff is underway with its replacement LDP, it is not worthwhile carrying out a short-term review, given the replacement LDP will be ready in 4 years and the short-term review would take nearly 2 years to complete.
53. The Chief Inspector of Planning, Victoria Robinson, added that normally, the need for a review is flagged by the Council's Annual Monitoring Review (AMR) report. To her knowledge, there has only been one short term review - in Snowdonia, a much smaller authority than Cardiff. She commented that, if she were in Cardiff Council's officers' shoes, she would be saying that Cardiff reviews their issues via the Replacement LDP unless something is felt to be a major issue.

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**CASE STUDY - Swansea Council – LDP policy re Houses in Multiple Occupation (HMOs).**

*Swansea Council were experiencing problems with their previous LDP policy not being upheld on appeal as it was not specific enough. Officers realised that the new LDP needed a more targeted, evidence-based policy and that they could not rely simply on SPG as, whilst SPG are a material consideration, the LDP policy is the primary basis on which decisions are made. Their discussions with Welsh Government indicated they were supportive of this approach.*

The new LDP HMO policy sets out the actual requirements re HMOs in fairly detailed planning policy, setting out the principles developments are required to aspire to and accord with; SPG then supplements this providing more detail and description, so it is clear to developers what the Council means by the policy.

The new LDP HMO policy sets out a targeted approach that is evidenced based, includes definitions, and sets out clear requirements, for example not sandwiching property between two existing HMOs. It contains specific reference to how HMOs will be dealt with in small streets and describes unacceptable concentrations, with specific caps and maximum thresholds. Critically, it includes exceptional circumstances, spelling out when the LDP HMO policy may not be applied where this is in the over-riding interest; these centre on long-term empty properties that meet specified criteria, and provide decision makers with clarity and flexibility in specific circumstances.

The new LDP policy contains examples of how calculations are done to determine the above and has evidence to support them. Tom Evans, Vice-Chair of Planning Officers Society Wales and Placemaking and Strategic Planning Manager, Swansea Council, explained to Members that it was better to put this detail into the LDP policy as it needed to be properly consulted on, so that the Council could hear the views of stakeholders, which strengthens the policy, and so that it goes through examination.

Swansea Council's HMO and PBSA<sup>8</sup> SPG, December 2019, provides more details, linking this back to the LDP policy.

The Deputy Chief Inspector of Planning, Tony Thickett, cited Swansea Council's LDP HMO policy in his evidence to the Inquiry, stating that it is far stronger to put the threshold in the LDP and to include exceptions criteria. He stated that Swansea Council's HMO approach now carries the weight of the LDP, whereas Cardiff Council's SPG does not carry the same weight as the thresholds are not in the LDP.

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<sup>8</sup> PBSA = purpose-built student accommodation

## SUPPLEMENTARY PLANNING GUIDANCE (SPG)

54. The Inquiry sought the views of witnesses on the purpose, role, use, scope, and status of SPG. Members were keen to understand how to strengthen SPG and asked witnesses to share their understanding of how to add weight to SPG. In addition, the Inquiry explored the need to publicise SPG and update SPG. Members invited witnesses to share good practice examples, which were supplemented by desk-based research by the Inquiry's supporting scrutiny officer.

### *Purpose of SPG*

55. The Chief Inspector of Planning, Victoria Robinson, explained that the purpose of SPG is to add clarity where Councils cannot have all the detail in the LDP as it is already a big document. The Vice-Chair Planning Officers Society Wales, Tom Evans, explained that the replacement LDP cannot provide all the details required, as otherwise the LDP would become too lengthy and unwieldy, and that these details then need to be in SPG.

### *Role of SPG*

56. The Vice-Chair Planning Officers Society Wales, Tom Evans, stated that the role of SPG is to explain to applicants and decision makers how LDP policy is going to be interpreted. **Councils need to think carefully about which details to put in the LDP, so they have the weight of the LDP, and which can be deferred to SPG, which puts some meat on the bones and helps to interpret the LDP policy.** He added that Swansea Council's LDP contains fairly detailed planning policy that sets out the principles that development is required to aspire to and accord with, and the SPG supplements this by providing more details.

57. The Deputy Chief Inspector of Planning, Tony Thickett, stated that SPG is not there to replace the LDP – the overarching policy of whatever it is that the council is trying to achieve should be set out in the LDP and then the SPG supplements this policy to help guide decision makers and developers on how they might achieve the aim of the policy. He gave the following examples:

- i. have an affordable housing LDP policy with a target of x for schemes of a certain size and then the SPG sets out the mechanism by which councils would achieve that through planning obligations, how that is calculated

ii. maintain privacy policy – statement in LDP policy but then SPG sets out detail on how this is calculated e.g., 21 metres between facing windows.

58. The Deputy Chief Inspector of Planning, Tony Thickett, clarified that SPG cannot be used to set policy – the policy has to already be in the LDP – but it can be used to expand on and supplement the LDP policy and provide detail on how to implement the policy.

59. The Welsh Government’s LDP Development Manual states the following:

- SPG must be consistent with national policy and the local development plan
- SPG cannot be linked to national policy alone – there must be an LDP policy or policy criterion that provides the development plan ‘hook’, whilst the reasoned justification provides clarification of the related national policy
- SPG must derive from a LDP policy or, in the case of a master plan/ development brief, from a site allocation.

### ***Use of SPG***

60. Dr Harris, Senior Lecturer in Planning, Cardiff University, explained that SPG can be used for a range of different matters - masterplans, design frameworks, developer contributions etc.

61. In their written submission, the Design Commission for Wales highlighted that significant site allocations would benefit from site-specific development brief SPG with overt reference to placemaking, stressing that placemaking considerations should be integrated into all relevant SPG. They also emphasised that SPG should be as place-specific as possible, as there is little value in repeating general principles about a topic, and that there needs to be specific application to the location.

### ***Scope of SPG***

62. The Deputy Chief Inspector of Planning, Tony Thickett, told the Inquiry that whilst it is important the LDP policy says what the aim is and includes thresholds or numbers or percentages, the SPG needs to say how that is worked out e.g., affordable housing policy will contain number or percentage, the SPG explains how this is worked out, what is included/ excluded, and details exceptions, He continued that this could be the same for a Houses in Multiple Occupation SPG – it explains to developers what the tipping

points are and the detailed way the policy is implemented – it explains how the council makes the decision of whether an application tips the balance re the threshold.

63. The Welsh Government’s LDP development manual states that SPG should not be used to determine the appropriate type, scale, and level of development for particular sites. Rather, SPG have a key role in interpreting and expanding on generic policies in the LDP and can:
- Provide important guidance to expand on topic-based policy to assist the implementation of the LDP (e.g., design, landscape, green infrastructure, heritage, conservation, Houses in Multiple Occupation (HMOs), renewable energy)
  - Cover detail and numerical guidelines/thresholds where they may change, to avoid the LDP becoming quickly outdated and to assist flexibility (e.g., car parking standards)
  - Provide additional detailed guidance on the type of development expected in an area allocated for development in the LDP. This could take the form of a development brief or a more detailed master plan.

### **Status of SPG**

64. The Vice-Chair Planning Officers Society Wales, Tom Evans, explained that SPG needs to derive from and be consistent with a local policy in the LDP that has been adopted – this provides the ‘hook’ for the SPG. He added that councils need to bear this in mind when deciding where they should be developing SPG. He continued that the LDP is the primary basis on which planning application decisions are made, with SPG being a material consideration only.
65. The Welsh Government’s LDP development manual is also clear that the LDP should not delegate the criteria for decisions on planning applications to SPG, which should only contain advice and guidance.
66. Dr Harris, Senior Lecturer in Planning, Cardiff University, explained that the LDP has a certain status, and that SPG will never get to the same status due to the way the current legislation has been drafted. He highlighted that one of the terms used in the SPG Inquiry terms of reference, ‘*enforce*’, is not strictly accurate – they are not ‘enforceable’ as it is not in their nature to be ‘enforced’ but councils can add weight to an SPG.



67. The Welsh Government’s LDP development manual sets out that SPG should be formally approved by the local planning authority so that proper weight can be given to it by Inspectors when determining appeals. However, SPG should not be approved formally until after the Inspector’s report is received on the LDP and the policy approach has been confirmed by resolution to adopt the plan by the local planning authority. Any documents approved as SPG should accord with the accepted procedures for SPG (i.e., consultation, revision, and approval).
68. Members concluded that:
- i. SPG derive from LDP policy, which provides the ‘hook’.
  - ii. SPG supplements the policy in the LDP to help guide decision makers and developers on how they might achieve the aim of the policy, how the policy is going to be interpreted, and how to implement the policy.
  - iii. SPG set out the mechanism by which to achieve LDP policy - how thresholds, numbers and percentages are calculated, what is included/ excluded – explaining to developers what the tipping points are, and the detailed way policy is implemented. SPG provides detail on exceptions stated in LDP policy.
  - iv. SPG will never get to the same status as LDP unless the legislation is changed.
  - v. SPG are a material consideration but are not ‘enforceable’ as not in their nature to be ‘enforced’.
  - vi. SPG must go through the accepted procedures - consultation, revision, and approval.
  - vii. SPG should be formally approved by the local planning authority, once the LDP has been through examination and the policy approach is confirmed by resolution to adopt the LDP.

### ***Adding weight to SPG***

69. The Inquiry asked witnesses for their views on the various factors that add weight to SPG, in addition to the factors contained in the LDP, so the factors that are only contained in SPG. Witnesses identified the following factors: style, language, evidence, impact, exceptions, consultation process, and examination process.

**Style**

70. Julia Barrell, Vice-Chair - Cardiff Civic Society, stated Cardiff Council needs to make SPG shorter and snappier, with clear examples of what the Council is expecting.
71. In their written submission, the Design Council for Wales highlighted that a clear summary of the key points of the guidance at the start of the document will make it more accessible and user friendly.

**Language**

72. Representatives from Cardiff Civic Society commented on the use of language in Cardiff Council's current SPG:

*'Need to tighten the use of language in SPG, being explicit in the SPG which LDP policy, paragraph, the SPG is expanding upon and looking to avoid terms such as 'will seek' and other caveats. If the language is not precise enough, it is easier for developers to argue against the intents of the SPG, for example on grounds of viability. Tighter language will make an SPG easier to defend and get Planning Inspectors support on appeals. I recognise that any large planning application will have some areas that are in breach of an LDP – it is a value judgement which breaches are tolerated, and tighter language will help clarity on this'*

Lyn Eynon

*'language is important, the Green Infrastructure SPG contains lots of 'hedging' terms, such as 'may/ should/ seek to' etc. This does not help people understand what they should be doing and what the Council is expecting – need to be clear and unambiguous.'*

Julia Barrell

73. Clare James, Cardiff Future Wellbeing Alliance, also made this point:

*'Need to ensure the language used in the LDP is not vague – need to avoid terms such as 'may' 'should' 'like' – the average person sees it as language to enable developers to get around things – need clear language in LDP e.g., measures – and then the 'how' in the SPG.'*

74. Members heard from the Vice Chair Planning Officers Society Wales, Tom Evans, that, whilst SPG language is less definitive, this is going to be the case as cannot introduce new policy in SPG. Dr Harris, Senior Lecturer in Planning Cardiff University explained to

Members that some councils use phrases such as ‘seek’ ‘sought’ whereas others phrase it more robustly as ‘expectations of local authority’ and ‘basis for negotiations’, the latter point being key as SPG has to be used flexibly and needs flexibility built in. So, whilst phrases such as ‘seek’ are accurate, as councils cannot insist, they do not give the right message; **language needs to be strengthened and have positive messages whilst recognising need to negotiate and explore with developers**. Dr Harris cited Monmouthshire Council’s Green Infrastructure SPG as a good example of this.

75. Members highlighted the importance of language in the Highway Code – ‘could’ meaning advisory and ‘should’ meaning legally obliged to – and asked whether it is the same in planning legislation re weight of words. Dr Harris explained there is nothing in primary legislation re SPG because it is non-statutory, but that councils do not need to emphasise this in SPG. Some local authorities state in their SPG ‘*this is a non-statutory document*’ – whilst that is true, there is no reason to emphasise this.
76. Clare James, Cardiff Future Wellbeing Alliance, added that there is a need for an iterative process to inform the development of the LDP and SPG, which would be more about engagement than consultation, to work together to avoid vague terms, to get it right in the first place.

#### **Evidence**

77. The Deputy Chief Inspector of Planning, Tony Thickett, informed the Inquiry that the guidance on producing SPG is that this **must be evidence based** - when you produce SPG it should be as equally evidenced based as you would for an LDP going before a Planning Inspector. He continued that the Council must have the evidence to show the impact that the SPG is seeking to avoid, to support the harm claimed by the council if this is not avoided, and to support the thresholds, numbers, and/or percentages chosen.

*‘The key is to have evidence to show the impact that the policy is seeking to avoid – what is the impact of having more HMOs than the policy states is acceptable, the tipping point, where is the evidence to support this impact? It is essential to evidence thresholds, numbers, percentages, impact. So, the detailed way of how going to implement the policy sits in the SPG, whereas the overarching policy objective sits in the LDP policy. Whatever thresholds choose, need to evidence.’*

*Tony Thickett*

### **Impact**

78. The Vice Chair Planning Officers Society Wales, Tom Evans, explained that Swansea Council's SPG **highlight the reason why something is not acceptable**, they explain the implications, for example the impact on wellbeing, on useable space etc. This means that planning inspectors can see that the guidance is clear on what is required of the developer and the impact if this is not followed. He explained that this provides a reason for planning inspectors to concur with the Council – the planning inspectors need a reason – it is not sufficient for them to say the application does not comply with an aspect of the guidance – they need to know the implications and that the implications are unacceptable, which is why Swansea Council set out the impact, for example the impact on wellbeing etc.

### **Exceptions in SPG**

79. The Inquiry received a written submission from Cardiff Civic Society that stated:

*'First and foremost, Cardiff Council needs to abide by the edicts set out in its documents. The material is worthless if the council simply ignores its own policies at every opportunity.'*

80. At the meeting with Members, Nerys Lloyd-Pierce, Chair Cardiff Civic Society added to the above, stating the Council needs to abide by its SPG and that there is no point having 400-page documents if the Council does not stick to what is in it.

81. Members explored this issue with other witnesses. The Chief Inspector of Planning, Victoria Robinson, clarified that **the planning system is not designed to be prescriptive, and councils should not try to be prescriptive in the LDP and SPG as they could end up tying their own hands**. She continued that councils needs to be clear what their goal is, what they are trying to achieve through policy and have evidence to support why saying that. Then, as long as this is consistent with national policy, this should work in terms of shaping development. She added that

*'the planning system is not designed to have 'thou shalt not ever' policies, and certainly cannot state these in SPG or LDP, this is my number one advice to scrutiny - there has to be shades of grey – need the LDP and SPG to provide clear advice on what developers need to do and how the council will take into account different factors that affect a particular development.'*

82. The Deputy Chief Inspector of Planning, Tony Thickett, explained that SPG is only guidance: it is not meant to be applied slavishly, it needs to have some flexibility. He gave the following example:
- ‘if SPG specifies 21 metres between facing windows, and developer comes forward with proposal that is only 19 metres apart, this does not mean have to refuse it automatically – it depends on the circumstances – it could be that in this particular case although there is only 19 metres it does not cause harm as it is at an angle – it’s not a black and white tick box – need to apply judgement.’*
83. The Vice Chair Planning Officers Society Wales, Tom Evans, stated there are going to be cases where it is in the interests of the Council to divert from some of the SPG principles or requirements, in the wider interest of achieving the development e.g., if 2 out of 100 houses can’t see street trees, as required by Swansea’s Street Trees SPG, but they have distant views of rolling hills, then the Council would not insist on this – the Council has to take a reasoned approach to details in the SPG. He stressed the Council must be reasonable in how it applies SPG – the main issues to think about are being clear what wanting to achieve/ not allow/ impacts to manage and then think about whose interests are served by applying SPG, so, if perfectly acceptable or even preferred alternative, a council may decide not to stick rigidly to SPG – need to make sensible decision based on entirety of scheme.
84. The Vice Chair Planning Officers Society Wales, Tom Evans, added that Swansea Council’s HMO and PBSA<sup>9</sup> SPG, December 2019, provides more details on exceptional circumstances, linking this back to the LDP policy, and setting out the sort of circumstances where the council will depart from the principles e.g., long-standing empty property that has been marketed for a significant period of time but without finding anyone to live there, and is in a poor state of repair and the level of investment required means it is not viable for family housing, so if not allowed to use it as HMO it would stay in a poor state of repair and empty to the detriment of the neighbourhood. He continued that the LDP Policy and the SPG set out the exceptional circumstances and so give decision makers clarity and some flexibility in specific circumstances to enable them to

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<sup>9</sup> HMO = Houses in Multiple Occupation, PBSA = purpose-built student accommodation

divert from over-arching principles when in over-riding interest e.g., long-standing empty property. He also provided another example re HMOs and small streets and how the SPG sets out how small streets would be disproportionately affected by the overall 25% threshold and why an additional level of protection is provided to small streets, the evidence amassed to support this, the way in which this will be approached, and the calculations used to arrive at a decision.

85. The Chair of Cardiff Civic Society, Nerys Lloyd-Pierce asked Tom Evans whether, in his experience, developers took advantage of this flexibility – that they used it to get out of the SPG? Tom Evans responded that Swansea’s experience so far was that this did not happen to any great deal: **developers need to evidence and explain why, in that individual circumstance, the exception applies and how the concerns the Council has identified (*the impacts if SPG not implemented*) are outweighed by the individual circumstances.** He stressed that that is the test – **the only reason why a decision maker disapplies the SPG is if it is in the wider interests of development and the area.** He continued that there will always be circumstances where this happen, and that this is particularly the case re thresholds and proportions.
86. In their written submission, the Design Council for Wales stated there is a need to ensure SPG is appropriate and has value for designers, clients, applicants, and decision makers, highlighting that this will require analysis of specific locations. They added that there should be sufficient flexibility in the SPG to ensure each application can be considered by suitably skilled officers to enable appropriate innovative and creative design.
87. The Deputy Chief Inspector of Planning, Tony Thickett, reiterated the point that planning is not black or white, there is an element of subjective judgement and there will be exceptions, so there is a need for flexibility e.g. might have target for affordable housing but might need to reduce it to meet brownfield site needs, transport needs, or education needs; it depends on the priorities for the site – there is not a bottomless pit of money from developer contributions, so it is up to the Council what they put the money towards.

**Consultation re SPG**

88. The Vice Chair Planning Officers Society Wales, Tom Evans, explained that councils have to show that they have gone through a process of consultation and have to set out how they have responded, and whether they have made changes to the document in light of representation; this shows SPG is a reasoned document. He stressed that it is not always the case that every representation made leads to a change in a document as sometimes there are good reasons for not doing so but councils need to show all representations have been properly assessed and the reasons why changes cannot be made.
89. Cardiff Civic Society stated that it is important for Cardiff Council to demonstrate and evidence that it is giving due consideration to stakeholders' comments, that it is taking them seriously. Nerys Lloyd-Pierce, Chair Cardiff Civic Society, stated that the current LDP had 1,500 recommended changes via consultation but, apart from a couple of tiny points, none of them were taken on board. Julia Barrell, Vice-Chair, Cardiff Civic Society, added that lots of examples and suggestions were provided during the consultation for the Green Infrastructure SPG and none came to fruition.
90. Dr Harris, Senior Lecturer in Planning, Cardiff University, told the Inquiry that he could see on Cardiff Council's website that Cardiff's SPG have been consulted on, and evidence of this consultation.
91. Clare James and Terry Howe, Cardiff Future Wellbeing Alliance, put forward the view that there is limited awareness and understanding amongst most people of what an LDP or SPG are: consultation on SPG, and the LDP, is an opportunity to build knowledge and trust in the planning system, provided there is iterative engagement:

*'The LDP consultation documents are 'dry documents' that do not engage – a lot of people do not know what an LDP or SPG are or why they matter – this is understandable as it is a complex area with lots of documents to wade through.'*

*Terry Howe*

*'The consultation process needs to be iterative; it needs to be a conversation to build trust, it needs to educate and explain and inform citizens and then seek their views again once they know more about the LDP process and planning system overall and*

*context that local authorities have to work within. It is critical that citizens are given the opportunity to understand the whole process'*

*Clare James*

92. In addition, they stressed the need for trust that the Council is working in the common good not developers' interests. Members discussed this with Clare and Terry and raised the issue that Members sometimes face, that something is in the greater good but may affect individuals e.g., bus/ cycle lanes. Clare and Terry acknowledged the tensions between these positions, responding that as they come from the environmental perspective, they know bus/ cycle lanes and inner-city flats are needed but are aware of others' views. They stressed that they would not want to see green belt development or see this as good for children/families, but recognised trade-off is sometimes needed, particularly re transport improvements.
93. In their written submission, the Design Commission for Wales stated that there should be genuine, early, and iterative engagement with stakeholders and local people to develop SPG.
94. Members sought the views of the Planning Inspectors re consulting on SPG; Members were concerned that it is hard enough to consult effectively on the LDP let alone on SPG, which does not have the same status, which may lead to stakeholders feeling it is not worthwhile responding to SPG consultation. The Deputy Chief Planning Officer, Tony Thickett, stated that it is important to get the LDP policy right and to consult on this and get that consultation right – the SPG then interprets and assists in implementation of the policy, so **the LDP policy consultation focuses on consulting on the principles underpinning the policy whereas the SPG consultation focuses on the 'how' of implementing the policy, not the principle.**
95. The Welsh Government's LDP development manual states that SPG that have been subject to consultation will carry more weight and that approved SPG should include, or reference, a statement of consultation and any changes made as a result of this consultation. It also sets out that the LDP Delivery Agreement should establish what SPG will be prepared (or revised) and by when, and the timetable indicating when SPG would be issued for consultation and the length of that consultation. It should also



identify the means of community involvement suitable for different types of SPG. Commitments to involvement and consultation must be followed if the SPG is to be of value. SPG will carry little or no weight unless it is produced in accordance with a Community Involvement Scheme and is subject to public consultation and approved by Council resolution.

96. Dr Harris, Senior Lecturer in Planning, Cardiff University highlighted there is an opportunity where there are critical hooks in LDP to consult on these critical SPG in parallel with LDP. The Inspector reviewing the LDP will be able to comment and reconsider how well LDP is written and presented at the same time as seeing what it is that will be in the SPG, which will help to make the SPG more robust.

*‘If there are some really important SPG - maybe those that cover crucial areas for guiding development, such as developer contributions, transport network impacts etc. – then there is an opportunity to consult on SPG in parallel to LDP, rather than subsequently as is often the case. So, if there are critical hooks in LDP, then consult on these critical SPG in parallel with LDP’*

*Dr Harris*

97. Dr Harris continued that running LDP and SPG consultation in parallel is resource intensive, given the amount of detailed preparation required to appropriately draft SPG, but it might help to enhance the SPG because the process to develop the SPG – consulting, revising, and approving by Council resolution - would be in close parallel to the LDP.
98. Dr Harris advised to only do this on SPG which are critical, given the resource implications, where it is really crucial to get the hook right in the LDP. Then, when the Inspector is reviewing the LDP, they are not only commenting on the plan in light that SPG will follow, but they are also commenting and reconsidering how well the LDP is written and presented at the same time as seeing what it is that will be in the SPG. He concluded that this is one example of how councils might make some of their SPG documents more robust, by running consultation in parallel with LDP.
99. Members sought the view of the Planning Inspectors on this proposal. The Deputy Chief Inspector, Tony Thickett, stated that he could see a lot of advantages to doing this and

no harms arising but that there would be a capacity issue for planning officers, as it is a lot of work to prepare LDP and SPG and they are two different things. He highlighted that it starts to make it very complicated and a big job when you also have the LDP to do but that there are no reasons why you cannot do this.

100. The Welsh Government's LDP development manual states that:

*'Where SPG relates to, and would assist the understanding of the implications of the plan or a key policy, it should ideally be prepared and consulted on in parallel with the LDP.'*

101. Members noted that Cardiff Council's LDP Review (March 2021) states

*'A review of the existing SPG including ones recently amended and adopted will be undertaken as part of the LDP Revision process.'*

*Point 3.85*

102. Members further noted the Replacement LDP Delivery Agreement, agreed with Welsh Government in January 2021, states the need for any new or revised SPG (related to existing LDP policies) will be considered *'on its merits having regard to the need for new guidance together with the adequacy of the existing policy framework'* as set out in the LDP and national guidance and continues, *'In such cases, the SPG will be subject to its own consultation process.'*

103. The Delivery Agreement also acknowledges that consultation with stakeholders as the Replacement LDP is prepared may reveal the need for new SPG to be produced that directly relates to the Replacement LDP. It states *'In such cases, it is intended that public consultation on the SPG would be undertaken in parallel with wider replacement LDP engagement. Stakeholders will be kept informed of any such consultations.'* SPG would need to be included in the Replacement LDP Deposit of proposals stage, scheduled to take place December 2022 – November 2023. SPG would need to be included in the documents published as part of the statutory 8-week consultation period.

#### **Examination process**

104. The Deputy Chief Inspector, Tony Thickett, explained that, in Wales, Inspectors do not examine SPG as these are outside their remit.

105. Dr Harris, Senior Lecturer in Planning, Cardiff University, highlighted that England used Supplementary Planning Documents (their equivalent to SPG) and had a process where, if the local authority wanted them to have enhanced weight, they could take them as a Local Plan document - part of their Local Plans (their equivalent to LDP) – so these SPDs were examined, with a formalised and statutory process. This gives the SDP added weight. Dr Harris explained there is no similar provision within the Welsh planning system. The English approach takes more resource as more formality as a statutory process, whereas in Wales SPG are easy and quick to prepare, consult on and resolve to approve by Council, albeit that they lack statutory status.
106. Dr Harris, Senior Lecturer in Planning, Cardiff University, stated that it may be possible for councils in Wales to learn from England re the above, by setting up an independent review of SPG, or some of them – those that Councils want to ‘bite’ a little bit more. This would not be a statutory review but an independent review of SPG or some of them, that may add weight. He explained that, at the moment, Cardiff Council develops SPG, consults on them, reflects on suggested changes, amends SPG accordingly if it wishes to and presents them to Council for approval – it may be that a semi-independent review would enhance the weight, albeit that only incrementally adding weight. He stressed that it is not definite that an independent review would add weight in the planning inspectors view, but it could. Dr Harris did not offer an example of where this process was trialled successfully.

***How to make SPG strong enough to win an appeal***

107. Members highlighted that, ultimately, a Council will only know if SPG is a good document at the point that it is challenged by an appeal and upheld by the Planning Inspector – it may look good and contain useful information but is it effective? Is it open to interpretation? They sought the views of the Planning Inspectors on what they think is needed for SPG to be strong enough in appeals.
108. The Deputy Chief Inspector of Planning, Tony Thickett, explained the weight a Planning Inspector gives to an SPG depends on how it fits with the LDP policy and the process it has been through. Planning Inspectors will give considerable weight to SPG if i) it is clearly linked to an LDP policy ii) it has been subject to public consultation and iii) it has

been approved by Council as supplementary planning guidance. Ahead of all of these is the need for the SPG to comply with national planning policy.

109. Tony Thickett reiterated that the LDP is the starting point – the planning authority and planning inspectors must determine the application in accordance with the LDP until and unless material consideration indicates otherwise - if the LDP policy is vague, that is still the starting point. He emphasised that a council cannot bring in SPG to amend the policy or fill the gap. However, they could do a minor review of LDP if they were finding that one policy was not delivering what the council had intended.
110. The Chief Inspector of Planning, Victoria Robinson, highlighted local authorities can refer to Future Wales, which has development plan status, in their SPG and that she would encourage councils to do this; whilst a lot of the policies in Future Wales are high level, because it is a national plan, they are still useful. For example, with regard to retail centres and changing dynamics about types of uses, Future Wales talks about town centre first and the flexibility that town centres should be looking at. She added that Planning Policy Wales has been updated as well regarding retail – stating that this is an area that has moved on in quality terms since Cardiff’s last LDP was adopted. She reiterated the point that SPG carries more weight the more consistent it is not only with LDP but national planning policy as well and that is where Future Wales can help move things forward a bit more.
111. Dr Harris, Senior Lecturer in Planning, Cardiff University stated that, in his view, a lot of what Cardiff Council is doing re SPG is not so different to what other councils are doing in England and Wales, based on his review. Cardiff’s SPG have been consulted on and you can see evidence of this consultation and they have been approved by Council resolution. So, the Council’s planning department is doing most of the things it can do to give strength and weight to SPG. He emphasised this is a separate point to the effectiveness of the Council’s LDP policy hooks.
112. The Vice-Chair Planning Officers Society Wales, Tom Evans, offered to share examples of appeal decisions relating to HMO applications that show how Swansea Council’s new LDP HMO policy and HMO and PBSA SPG has been used to manage HMO issues in Swansea.

**CASE STUDY - Swansea Council – Use of LDP policy and SPG in Appeal Decisions re HMO applications**

Tom Evans, Vice- Chair Planning Officers Society Wales and Placemaking and Strategic Planning Manager, Swansea Council, shared four appeals decisions that illustrate how inspectors have used LDP policy and related SPG to underpin decisions to dismiss planning appeals.

The inspectors' decision notices cite the relevant LDP HMO policy and the HMO PBSA SPG<sup>10</sup> and focus on the use of thresholds, including within and outside HMO management areas and in small streets, the evidence basis re thresholds, the evidence basis re harm and the impact of the proposal on local community and amenities, and that there are flexibilities and exceptions written into the LDP and SPG which these cases do not meet. This demonstrates the importance of including these aspects in the LDP policies and SPG.

The four appeals decisions are:

- 5 Kilvey Terrace, St Thomas, Swansea, SA1 8BA – Appeal Ref: APP/B6855/A/19/3243984  
The appeal decision states that the SPG has been subject to public consultation and is therefore an important material consideration. It cites the LDP policy threshold and the SPG threshold calculation methodology. It cites the LDP policy exceptional circumstances and the SPG detail on this. It cites the LDP policy and SPG objectives to foster balanced and cohesive communities and to avoid adverse consequences for the character and amenity of the area. It dismisses the appeal for these reasons, and for the reason that the application does not meet the more general requirement of LDP Placemaking and Place Management policy that development should enhance the quality of places and accord with relevant placemaking principles.
- 38 St James Crescent, Uplands, Swansea, SA1 6DR - Appeal Ref: APP/B6855/A/20/3252707  
The appeal decision cites the LDP Policy, stating the proposed development would conflict with this. It also states the proposed development would run counter to the general thrust of the advice contained within the SPG.
- 17 Oaklands Terrace, Mount Pleasant, Swansea, SA1 6JJ – Appeal Ref: APP/B6855/A/20/3265453  
The appeal decision cites the LDP Policy threshold for HMO management areas and the LDP Policy re small streets, including the reasoning for a different approach for small streets and that the SPG recognises that a judgement still needs to be made even if the threshold ratio is exceeded, and cites one of the worked examples included in the SPG to illustrate this. The appeal decision states the LDP policy is evidence based, went through examination, and was found to be sound. It also states that the LDP policy and SPG incorporate flexibility via the exceptions criteria. It cites the LDP policy and SPG objectives to foster balanced and cohesive communities.
- 131 Rhondda Street, Mount Pleasant, Swansea, SA1 6EY: Appeal Ref: APP/B6855/A/21/3271767  
The appeal decision cites the LDP policy and SPG's recognition that there will be a need for HMOs to meet occupier demand and that future provision needs to avoid overconcentration to the detriment of residential amenity and community balance. It cites the LDP policy thresholds and that the SPG provides detailed advice on this. It cites the LDP policy re HMO management areas. It cites the LDP policy re exceptional circumstances and the flexibility this provides.

<sup>10</sup> Available at: <https://www.swansea.gov.uk/hmospg>

**SUMMARY - How to Ensure Strong SPG:**

- Use positive, precise language
- Cite relevant LDP policy and paragraph upfront
- Be clear and unambiguous re what the Council is expecting
- Use positive phraseology, such as '*expectations of local authority*' and '*basis for negotiations*'
- State SPG is a material consideration
- Do not state '*this is a non-statutory document*'
- Provide evidence for thresholds, numbers, percentages, and impact seeking to avoid
- Clearly state and detail the impact the SPG is seeking to avoid
- Detail the implications if this impact is not avoided – the harm caused
- Include flexibility via exceptional circumstances, providing details on these, how they will be approached and how they will be calculated
- Have an iterative engagement and consultation process
- Take the SPG through the approved process
- Formally approve the SPG at Full Council

**Publicising SPG**

113. Cardiff Future Wellbeing Alliance highlighted the need to increase the publicity for Cardiff Council's SPG, to make them more accessible and help build citizens knowledge about SPG:

*'Need to have clarity with SPG – at the moment some of them seem hidden and are hard to find – and build knowledge about SPG – the average citizen would not know what an SPG was.'*

*Clare James*

114. In their written submission, the Design Council for Wales stated that all SPG documents must be available on the Council's website. Cardiff Civic Society also highlighted the need to improve the accessibility of Cardiff Council's SPG by including all SPG on the Council's website in one specific section. In addition, they raised the need to clarify where planned SPG instead morphs into another type of planning tool, such as a Technical Guidance Note, so that it is straightforward for stakeholders to keep track:

*'The current LDP states there will be an SPG on Open Space, but this has morphed into a Technical Guidance Note on Open Space forming part of a wider Green Infrastructure SPG. This may or may not be the right way to tackle these issues, but it could be confusing and, indeed, the Indoor Arena developer does not seem aware of this, as they state in their application that there is not an Open Space SPG but do not refer to the TGN on Open Space.'*

Lyn Eynon

115. Lyn Eynon, Cardiff Civic Society also raised the need to improve the housekeeping for SPG, by ensuring draft SPG are replaced by the approved SPG and that the status of SPG is clear:

*'currently some approved SPG are on the website in their own section, some are only available by finding the relevant report to Council e.g., Green Infrastructure SPG. In addition, it is not very clear on their status - some still have draft on them, with no final version online, such as Green Infrastructure SPG'*

Lyn Eynon

116. The Vice-Chair of Planning Officers Society Wales, Tom Evans, confirmed to Members that there needs to be clarity on the status of SPG and where they can be found.
117. Finally, Cardiff Civic Society emphasised the need to ensure that documents are capable of being downloaded onto mobile devices without compromising their usability, that they are 'accessible-friendly.'

### **Up to date SPG**

118. In their written contribution, Cardiff Civic Society stated that several of Cardiff Council's SPG need updating, citing the City Centre Design SPG that dates from 1994. During their meeting with Members, they stated that, in their view, some of the SPG are '*past their sell-by date*,' citing the Dumballs Road Masterplan, which dates back to 2006, as an example.
119. Similarly, in their written submission, the Design Council for Wales, stated that SPG must be kept up to date and that several of the current SPG are old and have outdated policy and place references

120. However, Dr Harris, Senior Lecturer in Planning, Cardiff University, stated that  
*‘Cardiff is doing quite well – it has one or two quite dated SPG – but most followed quickly after the LDP, so not too dated.’*

### **Future Proofing SPG**

121. Cardiff Civic Society stressed the need for SPG to address the Climate and Nature emergencies:

*‘Need to futureproof SPG – climate and nature emergencies are not going away – need to think through what need to achieve from developers 5/10 years ahead’*

*Julia Barrell*

122. Cardiff Future Wellbeing Alliance emphasised the need for the LDP, and therefore SPG, to assist in implementing One Planet Cardiff:

*‘how One Planet Cardiff fits into the LDP – this is a real opportunity to engage and take One Planet Cardiff seriously in terms of achieving net zero.’*

*Clare James*

### **New SPG**

123. Cardiff Civic Society raised the need for new SPG, such as to conserve historic buildings that mean a lot to local communities but may not be deemed nationally significant and therefore subject to the protections offered by CADW.

*‘There is a need for new SPG, such as to conserve historic buildings – not just buildings deemed as nationally significant but also locally important historic buildings e.g., the Settlement building in Splott and the Rompney Castle, these mean a lot to local communities’*

*Nerys Lloyd Pierce*

124. It should be noted that this suggestion must be taken in context with the expert advice that SPGs cannot be used to make new policy or amend policy but only to amplify existing LDP policy. Consideration would need to be given to whether new SPG could build on existing LDP policy or whether they would require new policies in the Replacement Local Development Plan.



### **Good Practice SPG**

125. Cardiff Civic Society advocated Cardiff Council be open to good practice advice from elsewhere, including England.

*‘Cardiff Council needs to take advice from elsewhere to move forward, need to be more open to accepting good practice advice and follow this. Bristol is similar to Cardiff so why not follow good practice from there?’*

*Nerys Lloyd Pierce*

*‘whilst there are differences between planning systems in England and Wales, some of the good things developed in England could come to Cardiff and be applicable – in my view it is unlikely to be prohibited – need to look more widely than Wales, at other larger cities, to find examples useful to Cardiff.’*

*Julia Barrell*

126. Members wondered whether the differences between the English and Welsh planning systems, such as definitions, would mean that English good practice would not be relevant or applicable in Wales. They sought the advice of the Deputy Chief Inspector of Planning, Tony Thickett, who responded that:

*‘you will find good and bad SPG in England that you can learn from – the role of SPG in England is exactly the same as it is in Wales, with development plan the primary document and SPG having the same function in England and Wales. Whilst policies in England and Wales are diverging, the principles and mechanisms of the planning systems are the same, so there is no harm in looking for examples in England.’*

127. The Deputy Chief Inspector of Planning, Tony Thickett, also stated that there is not a silver bullet anywhere – in general, the best LDP and SPG are the simplest.

128. Julia Barrell, Vice-Chair, Cardiff Civic Society highlighted the need for Cardiff Council to be clear what it is looking to achieve so that it can identify relevant good practice examples:

*‘I and others might see these as good practice examples but, from experience, the Council may not as they may not accord with what the Council is looking for, and*

*therefore it is essential as a first step to be clear what it is that the Council is looking to achieve, what it wants to see.'*

### **Good Practice SPG - examples**

129. Throughout the Inquiry, Members asked witnesses to identify examples of SPG used elsewhere that they thought was good practice and to clarify to Members why they believed these to be good practice.
130. Cardiff Civic Society identified Bristol Council's Trees SPG and Cornwall Council's Biodiversity SPG as good practice examples, whilst Cardiff Future Wellbeing Alliance highlighted some English councils have Climate Change SPG that might be worth looking at, including Bristol Council and Woking Council. Dr Harris stated that he had asked colleagues to identify good practice SPG, which led to Monmouthshire Council's Green Infrastructure SPG being cited as good practice.
131. Tom Evans, who attended the Inquiry as the Vice-Chair of the Planning Officers Society Wales and is also the Placemaking and Strategic Planning Manager, Swansea Council, talked Members through two Swansea Council SPG – the Street Trees section of the Placemaking SPG and the Houses in Multiple Occupation and Purpose-Built Student Accommodation SPG. In addition, he forwarded links to two other Swansea Council SPG – Trees, Hedgerows and Woodlands<sup>11</sup>, and Biodiversity and Development<sup>12</sup>.
132. In addition, at the request of Members, the Scrutiny Officer supporting this Inquiry undertook some internet searches to identify good practice SPG re sustainability, Houses in Multiple Occupation, and accessibility.

### **Bristol Council's Trees SPG**

133. Cardiff Civic Society cited Bristol Council's Trees SPG<sup>13</sup> as good practice, giving the following reasons:
- It makes it clear what the Council wants to see
  - It is specific
  - It provides examples and photos
  - It provides links to further information.

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<sup>11</sup> Available at: <https://www.swansea.gov.uk/treespg>

<sup>12</sup> Available at: <https://www.swansea.gov.uk/biodiversityspg>

<sup>13</sup> Available at: [Supplementary planning documents, practice notes and other planning guidance - bristol.gov.uk](https://www.bristol.gov.uk/supplementary-planning-documents-practice-notes-and-other-planning-guidance)

**Cornwall Council's Biodiversity SPG**

134. Following their meeting with the Inquiry, Julia Barrell, Cardiff Civic Society, highlighted Cornwall Council's Biodiversity SPG<sup>14</sup>, stating it is a good example because

- It is clear
- It is easy to understand
- It is defined and detailed
- It explains what the Council is expecting developers to do and show that they have done
- It sets some minimum standards - e.g., minimum number of integrated bird and bat boxes on buildings, minimum number of bee boxes, planting of native trees, etc
- It provides case studies
- It sets out a standard for a minimum 10% biodiversity enhancement<sup>15</sup>

**Climate Change SPG**

135. Cardiff Future Wellbeing Alliance highlighted some English Councils have Climate Change SPG that might be worth looking at particularly given the need to ensure the LDP supports implementation of the One Planet Cardiff Strategy and assists efforts to tackle the climate and nature emergencies.

136. They identified Bristol Council's Climate Change SPG<sup>16</sup> and Woking Council's Climate Change SPG<sup>17</sup>, which has a climate neutral checklist for applicants. Cardiff Future Wellbeing Alliance stressed that it is not aware how these SPG have held up in practice but find the approach taken by these councils interesting, for example Bristol's SPG includes the following: *'developers should aim to exceed the requirements of the current local plan policies. Where development proposals go beyond the standard required by the current LDP the benefits of such an approach can be taken into account as a material consideration when planning applications are decided.'*

**Monmouthshire Council's Green Infrastructure SPG**

137. Dr Harris, Senior Lecturer in Planning, Cardiff University stated that Monmouthshire Council's Green Infrastructure SPG<sup>18</sup> has been identified to him as good practice SPG as it:

- Starts with a clear statement of which policy in the LDP the SPG hooks into

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<sup>14</sup> Available at: <https://www.cornwall.gov.uk/media/v1roqk0x/planning-for-biodiversity-and-net-gain-spd-v11.pdf>

<sup>15</sup> Members noted that the Environment Act 2021 came into force in England in November 2021 – this requires 10% minimum Net Biodiversity Gain for all new developments which will be on site from November 2023.

<sup>16</sup> Available at: [Supplementary planning documents, practice notes and other planning guidance - bristol.gov.uk](https://www.bristol.gov.uk/media/2022/05/supplementary-planning-documents-practice-notes-and-other-planning-guidance-2022-05-20.pdf)

<sup>17</sup> Available at: [Supplementary Planning Documents and Guidance - Woking 2027](https://www.woking.gov.uk/media/2022/05/supplementary-planning-documents-and-guidance-2022-05-20.pdf)

<sup>18</sup> Available at: [Adopted SPG - Monmouthshire](https://www.monmouthshire.gov.uk/media/2022/05/adopted-spg-monmouthshire-2022-05-20.pdf)

- States that the SPG supplements the LDP policy
- States that the SPG is a material consideration
- Uses the above to explain why people should pay attention to it
- Uses a positive tone that is sharp and focused
- Uses robust phraseology including ‘*expectations of local authority*’
- Includes the phrase ‘*basis for negotiations,*’ thus demonstrating that the flexibility is built in and that there is a need to negotiate and explore with developers.

**Swansea Council’s Placemaking SPG – Street Trees**

138. Tom Evans, Vice-Chair of the Planning Officers Society Wales and Placemaking and Strategic Planning Manager, Swansea Council, cited Swansea Council’s ‘*Placemaking Guidance for Residential Development October 2021*’<sup>19</sup> as a good example of how an SPG provides details of how to implement LDP policy, to ensure the aim of the policy is realised.
139. He focused on the LDP policy on Street Trees as an example, which sets out the need for street trees to be incorporated into developments, meaning a decision to refuse a proposal can be made on the basis that it does not include street trees. However, what if developers put one or two street trees in a major spine road serving residential area – they have ticked the box of the LDP policy, but has it gone far enough? Tom explained that this is where SPG comes into play as it sets the context by referring to LDP policy, and provides more details, with examples and illustrations of various scenarios, thus augmenting concepts set out in policy. The LDP contains detailed policy and the Placemaking SPG builds on this and illustrates it.
140. The SPG provides details on how the Council expects street trees to be incorporated into developments. It provides illustrations of various scenarios, such as how to integrate street trees via planted verges, buildouts, into carriageway, and how to integrate trees on different types of streets – spine streets and major carriageways, lanes, and mews etc. It provides details re direct and oblique views of trees. It explains how to resolve SUDs impact and conflicts between these and street trees. The SPG therefore ensures a developer meets the aims of the LDP policy and avoids a ‘tick box’ approach.

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<sup>19</sup> Available at: <https://www.swansea.gov.uk/placemakingspg>

141. Tom Evans explained the Council has to take a reasoned approach to details in the SPG and must be reasonable in how it applies the SPG, giving as an example that if 2 out of 100 houses cannot see street trees, as required by the Placemaking SPG, but they have distant views of rolling hills, then the Council would not insist on these street trees. He emphasised the main issues to think about are being clear what wanting to achieve/ not allow/ impacts to manage, and then think about whose interests are served by applying SPG, so, if perfectly acceptable or even preferred alternative, the Council may decide not to stick rigidly to SPG – need to make sensible decision based on entirety of scheme; there are going to be cases where it is in the interests of the Council to divert from some of the SPG principles or requirements, in the wider interest of achieving the development.

142. Therefore, Swansea Council's Placemaking SPG provides details augmenting concepts set out in LDP policy, where the LDP policy sets out requirements and SPG builds on this and provides detail. This provides detail to planning applicants and ensure the LDP policy is implemented in the way the Council wishes.

***Swansea Council's Houses in Multiple Occupation and Purpose-Built Student Accommodation SPG***

143. Tom Evans, Vice-Chair of the Planning Officers Society Wales and Placemaking and Strategic Planning Manager, Swansea Council, cited Swansea Council's Houses in Multiple Occupation (HMO) and Purpose-Built Student Accommodation SPG<sup>20</sup>, as good practice, highlighting how it, coupled with a strengthened LDP policy, has meant the Council is now winning appeals on HMOs, enabling it to manage HMOs more effectively – see page 46 of this report for more details.

144. Having experienced problems with their HMO policy not being upheld on appeal, Swansea Council has strengthened the new LDP policy on HMOs, rather than simply strengthen the SPG, as set out at page 30 of this report.

145. Tom Evans explained that the SPG amplifies the LDP policy providing details on:

- the reasons why something is not acceptable
- the implications, for example the impact on wellbeing, or on useable space

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<sup>20</sup> Available at: <https://www.swansea.gov.uk/hmospg>

- exceptional circumstances - linking this back to the LDP policy, and setting out the sort of circumstances where the Council may depart from the principles e.g., a long-standing empty property that i) has been extensively marketed but cannot find someone to live there, ii) is in poor state of repair and iii) the level of investment required to bring it to good state of repair means it is not viable for family housing, so would otherwise stay in poor state of repair and empty, to the detriment of the local community
- small streets aspect of the LDP HMO policy - including how small streets would be disproportionately affected by the wider 25% threshold, why additional level of protection is therefore provided to small streets, the evidence amassed to support this, the way in which this will be approached and what sort of calculations will be done to arrive at a decision.

**CASE STUDY - Cardiff Council's Houses in Multiple Occupation – LDP Policy and SPG**

*Members undertaking the Inquiry were aware from their ward work, work on Planning Committee, and from issues raised with them by other Members, that Cardiff Council's existing SPG on HMOs is not achieving its aim and is not being upheld at appeal by Planning Inspectors. Members sought clarification on why this is and what Cardiff Council needs to do to strengthen the SPG.*

Tony Thickett, Deputy Chief Inspector of Planning, explained Cardiff Council needs to start by improving its LDP policy on HMOs by:

- clearly stating what the Council's objective is
- clearly stating what it wants for areas with high number of HMO applications
- setting out what is to be gained from protecting from HMOs – what harms will be avoided?
- setting out what harms will result from breaching thresholds
- providing evidence of tangible harms
- tightening definitions.

He advised Cardiff Council to look at the Planning Inspectors' decisions:

- *What are the things they are taking into account when making their decisions?*
- *What are the reasons cited for their decision?*
- *What areas do decisions highlight that the Council needs to improve?*

From his understanding, the majority of decisions are because the applications are in areas where the threshold has already been exceeded and there is nothing in LDP or SPG about the harm arising if that is the case and, therefore, there is nothing for planning inspectors to cite to refuse an appeal.

Tony Thickett stated, in his personal view, the Council may wish to take a street-by-street approach, rather than a ward-wide approach.

Tony Thickett stated, in his personal view, the Council may wish to use tools other than planning policy to achieve its aims – is planning the best tool to achieve what Cardiff Council wants to achieve?

Members reflected that the above can be supplemented by the other aspects identified by this Inquiry for improving LDP and SPG.

**Good Practice identified by internet searches**

146. Members requested that the Scrutiny Officer supporting this Inquiry undertake some internet searches to identify good practice SPG re sustainability, Houses in Multiple Occupation, and accessibility – the latter as a result of a comment received from a fellow Member that their biggest concern re SPG is that they do not address disability issues and that they would prefer issues like disability to be at the forefront of planning.

147. The following SPG were identified:

**a. Public Health Wales – SPG template for Healthy Weight Environments (June 2021)**

This provides a blueprint for local authorities to use to develop their own local SPG designed to support local people to maximise their well-being, including achieving a healthy weight.

[Microsoft Word - Planning and Enabling Main Resource v8.docx \(nhs.wales\)](#)

**b. Planning Advisory Service – Access All Areas – Planning for an Inclusive**

**Environment (April 2007)** – includes examples of council SPG that ensure inclusivity and accessibility built in as fundamental in planning applications.

[Layout 1 \(local.gov.uk\)](#)

**c. Bath & NE Somerset Council - SPD Houses in Multiple Occupation (January 2022)**

A recent example of SPD for HMOs that deals with similar issues to Cardiff and includes various criteria for tackling this, including:

- ‘sandwich test’ – HMO will not be allowed if it results in other property being ‘sandwiched’ by HMOs.

[Houses in Multiple Occupation \(HMO\) supplementary planning document \(bathnes.gov.uk\)](#)

**d. Newcastle City Council – Sustainability Statements Planning Process Note (November 2021)**

A recent example of planning guidance to help developers ensure their designs address the impacts of climate change and achieve sustainability ambitions.

[Newcastle City Council - Sustainability Statements Planning Process Note \(November 2021\) \\_0.pdf](#)



## OTHER

### ***Other Planning Tools***

148. The terms of reference for the Inquiry included Members understanding when to use SPG and when to use other planning tools. Members sought the views of witnesses. Dr Harris, Senior Lecturer in Planning, Cardiff University, explained that Councils can use various planning tools, such as place plans, design guides, Technical Guidance Notes, and issue based SPG, but none of these have greater status than SPG. He continued

*‘Councils can prepare what they like and call it what they like but need to get it approved as SPG for it to have weight’*

### ***Annual Monitoring LDP***

149. Councils are required to produce an annual monitoring report that sets out progress in delivering the LDP policy objectives and highlights issues with SPG. The Welsh Government’s LDP development manual sets out that the effectiveness of SPG, alongside the policy it supplements, should be evaluated as part of the annual monitoring process and that annual monitoring also has a role to play in identifying the requirement for any new or updated SPG.

150. Cardiff Civic Society stated that, in Cardiff, this process is not satisfactory, as the Annual Monitoring Report (AMR) does not highlight any concerns with SPG, when it is clear that there have been issues with some of the SPG, for example the Houses in Multiple Occupation SPG. Dr Harris, Senior Lecturer in Planning, Cardiff University, also identified that the AMR does not highlight any concerns re SPG – it talks about significant progress in putting in place a suite of SPG, and states that most SPG are working as intended.

151. Members of the Inquiry were aware that the LDP Review, March 2021, identified that 18 SPG have been approved by Council since the adoption of the LDP and that the Review identifies, at point 3.36, *‘the issue of sub-divisions/ conversions into HMOs and flats is a matter which is considered to warrant a detailed analysis in response to concerns regarding the cumulative impact of proposals on local communities and amenity considerations of occupiers and neighbours. Whilst additional SPG has been*

*prepared, appeal decisions are not always supporting the Council's position, so a review is considered timely.'*

152. Members therefore concluded that the Annual Monitoring Report required strengthening, to make it clearer to readers the areas needing actions to address deficiencies, perhaps by highlighting these and including an action plan, with steps to address these deficiencies.

### **Regional SDP and LDP relationship**

153. Members of the Inquiry were interested to understand the relationship between the planned regional Strategic Development Plans (SDP) and local authority LDPs. The Deputy Chief Inspector of Planning, Tony Thickett, explained that, in the future, Wales's planning system will have three tiers – the national tier set out in Future Wales, the regional tier set out in SDPs and then the local tier set out in LDPs. He stated that SDPs apportion growth regionally, and LDPs determine where this growth would be e.g., the SDP would say x number of houses needed and that Cardiff will provide x amount of these, and the LDP would determine where these would be provided.
154. Dr Harris, Senior Lecturer in Planning, Cardiff University, stated that, regarding the relationship between SDPs and LDPs, it was early days, with the setup of Corporate Joint Committees and process of SDPs still to be clarified with no guidance or framework yet. He highlighted that some concerns have been raised regarding resources required re additional layer, with concerns that staff resources in the local authorities in SDP areas may be used to draft SDP and that could lead to a trade-off re producing good SPG, given that there is only so much resource available. He stressed that SDPs themselves may require SPG; this is still to be clarified. He added that it is not yet clear how the LDP nestles within SDP and that this will be an interesting dynamic – some policies might be dealt with at a strategic level – it is yet to be seen how this plays out.

## CARDIFF COUNCIL PLANNING OFFICERS VIEWS

155. The task group shared the draft main body of the report and key findings with Cllr De'Ath, Cabinet Member Transport and Strategic Planning, Simon Gilbert, Head of Planning, and Stuart Williams, Group Leader – Policy, Planning, to seek their views on the findings and to give them the opportunity to submit any additional evidence they wished the Inquiry to consider prior to the task group framing recommendations.
156. The task group arranged a meeting with Cllr De'Ath, Simon Gilbert and Stuart Williams; on the day, Cllr De'Ath was unfortunately unable to attend due to another call on his time. However, the task group met with officers to discuss the report, following which officers provided annotated copies of the draft report, containing their comments, suggested amendments to improve the clarity and accuracy of the report, and additional evidence they wished the Inquiry to consider. This included:
- The Development Plan including the National Plan and LDP are the primary bases upon which planning decisions are made.
  - The LDP must conform to the National Plan, Planning Policy Wales, Technical Advice Notes and other circulars and statutory instruments
  - Producing an LDP is agreed with Welsh Government through the preparation of a Delivery Agreement
  - Need to be clear that policies are in the LDP and not in SPG – SPG can provide further technical guidance to support an existing LDP policy.
  - LDP has to cover a large amount of policy areas and so cannot provide all the detailed technical information needed to implement LDP policies.
  - SPG are approved rather than adopted and should be formally approved at a meeting of Full Council
  - SPG often cover technical matters and therefore need to be comprehensive, rather than 'short and snappy', they need to be fit for purpose, clear to the target audience and possibly use plain language. It may be that an SPG has to be lengthy and quite technical.
  - SPG provide additional advice and guidance and cannot contain the criteria for deciding planning applications upfront

- SPG can be afforded significant weight when considering development proposals. The weight to be applied to SPG can vary depending on its relevance to the issue, the amount of consultation undertaken, the level of governance in approving the guidance, and other planning factors. Each development proposal has to be considered on its own merits, having regard to all factors – officers will have to consider the ‘planning balance’ in the public interest.
- There may be merit in identifying where future SPG will be required at an early stage in plan preparation and consulting on this. Work on the evidence base could then be used to inform new SPG quicker following adoption of the Plan. Likewise, existing SPG that remain fit for purpose could be brought forward quicker in early tranches on SPG preparation.
- Consultation is governed by legislation and national guidance
- Consultation listens to a variety of views and sometimes these are contradictory views
- The Council has to take into account all comments received
- Appendices in Cardiff Council’s SPG identify consultation responses and the actions/ changes made following consultation. This helps add ‘weight’ as does the fact the Council consults for a reasonable period, publicises and seeks approval of SPG through Cabinet and Council.
- Cardiff Council has been amplifying community voices, including children and young people, throughout the replacement LDP process.
- The Council has a section on its website for SPGs, including a list of approved SPG, a page for draft SPG for consultation, and a list of related Technical Guidance Notes
- There is recognition of the need for web accessibility and a wide range of user accessibility
- Welsh Government recently started a consultation on SDP preparation.
- There may be a need to consider SPG to address issues such as post pandemic recovery, cost of living crises, homelessness and affordable housing.

## APPROACH TAKEN

- M1. Members undertook this Inquiry between March – September 2022.
- M2. Members invited Cllr De'Ath, Cabinet Member – Transport and Strategic Planning, and planning officers to a meeting, and received evidence from the following internal stakeholders who contributed to the Inquiry:
- Simon Gilbert – Head of Planning
  - Stuart Williams – Group Leader – Policy, Planning.
- M3. Members also received evidence from the following external stakeholders:
- Cardiff Civic Society
    - i. Nerys Lloyd-Pierce - *Chair*
    - ii. Julia Barrell – *Vice Chair*
    - iii. Lyn Eynon
  - Cardiff Future Wellbeing Alliance
    - i. Clare James
    - ii. Terry Price
  - Cardiff University – Dr Neil Harris – *Senior Lecturer, Planning*
  - Design Commission for Wales
    - i. Carole-Anne Davies – *Chief Executive*
    - ii. Jen Heal -
  - Planning Environment Decisions Wales
    - i. Victoria Robinson – *Chief Planning Inspector*
    - ii. Tony Thickett – *Deputy Chief Planning Inspector*
  - Planning Officers Society Wales
    - i. Tom Evans (*Vice-Chair*)
- M4. The Planning Environment Decisions Wales witnesses – Victoria Robinson and Tony Thickett – emphasised that the views they expressed were their own and not those of Welsh Government.

- M5. Scrutiny Services emailed a variety of other external stakeholders, including developers and other professionals working in development and their representative bodies, offering them the opportunity to contribute to the Inquiry. Members were particularly keen to understand their perspectives. However, no responses were received from these contacts.
- M6. To inform the Inquiry, Members were provided with information detailing the policy context, and good practice examples of other local authorities Supplementary Planning Guidance.
- M7. The evidence has been used to identify suitable findings from the Inquiry.

## **FINANCIAL IMPLICATIONS**

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

## **LEGAL IMPLICATIONS**

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

the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

## COMMITTEE TERMS OF REFERENCE

- To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of environmental sustainability including:
  - Strategic Planning Policy
  - Sustainability Policy
  - Environmental Health Policy
  - Public Protection Policy
  - Licensing Policy
  - Waste Management
  - Strategic Waste Projects
  - Street Cleansing
  - Cycling and Walking
  - Streetscape
  - Strategic Transportation Partnership
  - South East Wales Transport Alliance
  - Transport Policy and Development
  - Intelligent Transport Solutions
  - Public Transport
  - Parking Management
  
- To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies, and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.
  
- To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance or service delivery in this area.



## Environmental Scrutiny Committee Membership



Councillor Owen Jones (Chair)



Councillor Bob Derbyshire



Councillor Jackie Parry



Councillor Jamie Green



Councillor Helen Lloyd Jones



Councillor Bethan Procter



Councillor John Lancaster



Councillor Ashley Wood



Councillor Andrea Gibson

## APPENDIX 1

### Local Listing

Cardiff Civic Society raised the issue of local listing of buildings, stating the last local listing in Cardiff was in 1997. They are concerned CADW has an anti-urban bias, with Powys have eight times as many listed buildings as Cardiff.

Inquiry Members explored local listing with witnesses, who clarified that:

- CADW listing system is good but leaves a serious gap as there are numerous examples of buildings that are important to local communities, but which do not meet CADW's architectural heritage and merit bar
- Local listing is a legacy issue from the 1990's before the system changed – most local authorities do not add to them – they date back to Grade 1,2 and 3 listings, where local lists were Grade 3
- Local listing is an additional consideration, but it lacks statutory weight so limited what designation as a local listed building would add.
- Local listing offers no additional statutory protections. A planning officer or planning decision maker or planning inspector would have to actively consider the local listing, so it is not true to say it does not add anything but as it offers no statutory protection, it is a very marginal consideration
- Article 4 directives are cumbersome and bring financial and legal implications for local authorities, such as compensation, which is why the tool is there but is quite limited.
- Article 4 directives must be approved by Welsh Government, who are in turn advised by CADW, who would have turned down listing the building in the first place as it did not meet CADW's architectural heritage and merit bar
- There needs to be a discussion between local authorities, Welsh Government, CADW, WLGA and POSW to find mechanisms to safeguard these buildings.

Dr Harris explained, in his view, there is merit in local listing and engaging local communities, working with them to identify buildings that are important to them – such as Roath Park Pub – in terms of special architectural interest, as they could be candidates for future statutory listed buildings. In England, the system is different in that the Localism Act 2011 established tools such as 'assets of community value' and 'community right to bid' – he stated that he is not sure how effective these have been but at least they have tools to protect buildings of interest to communities but might not have special architectural interest.



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