

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

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

**AGENDA ITEM: 5**

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**Reason for this Report**

1. This report is to inform members regarding the background and strategic solution identified to reduce the surplus places in Llanrumney as set out in the Cabinet's recommendations at its meeting December 2018.

**Background**

2. The Llanrumney area is served by Bryn Hafod, Glan-yr-Afon, Pen-y-Bryn, St Cadoc's Catholic and St Mellon's CiW English-medium Primary Schools. Welsh-medium provision is available at Ysgol Bro Eirwg and Ysgol Pen y Pil, which serve parts of Llanrumney, Rumney, Trowbridge and Old St Mellons.
3. At its meeting on 12 July 2018, the Council's Cabinet considered a report 'School Organisation Planning: The Provision of English-medium primary school places in the Llanrumney area' which set out proposals to rationalise English-medium primary school places in the Llanrumney area, to include closure of Glan-yr-Afon Primary School as of 31st August 2019.
4. On 13 December 2018 Cabinet considered a report that summarised the responses to consultation and recommendations as to how to proceed. The report set out the issues and that any future proposals brought forward to ensure a better match between the supply of and demand for English-medium places in the Llanrumney area would need to consider:
  - The need to reduce the number of surplus English-medium primary school places;
  - The organisation of primary school places in the Llanrumney area;
  - How high quality early years education provision could best be provided and enhanced in the area;

- How high quality primary education can be sustainably and economically provided through leadership and governance arrangements;
  - The impact of housing developments in the local and wider area, including primary school provision to serve the new housing development at St Edeyrns;
  - The financial implications.
5. Following consideration of the issues and concerns presented by stakeholders the Council's Cabinet decided not to proceed with the proposal to close Glan Yr Afon Primary School for August 2019. However, the Cabinet recognised the continued need to reduce the surplus places in the Llanrumney area and requested officers to revisit opportunities to rationalise places in the area whilst retaining EM primary places at the base of Llanrumney.
  6. The recommendation to reduce the school to 1FE was supported by Cabinet and will formally take effect as of September 2020 subject to the outcome of the annual Admissions Arrangements consultation. This means the Published Admissions Number for the school will reduce from 41 places per year to 30 per year from September 2020 onwards.
  7. The Council's Education Infrastructure Plan, included in the Deposit LDP in 2013, highlights planned investment/development proposals and identifies future infrastructure requirements based on Cardiff's projected level and distribution of growth.
  8. Included within the LDP is the St Edeyrns development which is a c1,200 housing being built to the north of Llanrumney across the A48. Average yield of pupils expected from this scale of development would be c1.1FE. Land has been secured to build up to a 2FE primary school along with £2.2m S106 financial obligations to build primary provision.
  9. Outline planning consent for the construction of up to 1,020 on the St Edeyrn's site was granted by the Council's Planning Committee on 11 December 2013.

## **Issues**

10. As set out in the July 2018 Cabinet report, the school went into monitoring after the Estyn inspection in 2015 and came out in July 2018. However, Glan Yr Afon Primary continues to be rated Amber as part of the national categorisation. This is owing to concerns regarding to the teaching standards, children's outcomes and leadership at the school.
11. Any option(s) pursued must therefore provide greater certainty that these concerns will be addressed going forward in order to secure a positive improvement in the education of pupils in one of the city's most deprived LSOAs.
12. Glan Yr Afon Primary School continues to have a deficit (which at the point of the original consultation in excess of £130,000) with low pupil

numbers. The Governing Body has already commenced an internal consultation process regarding proposals for a staffing restructure. The restructure aims to take account of the current pupil numbers and the financial position at the school.

13. There are outstanding condition issues associated with the Glan Yr Afon building. Any options brought forward would take this into account and ensure that the accommodation available for the education of pupils is of an appropriate standard and enables the teachers to provide learning opportunities appropriate to the age and phase of the pupils.
14. A sum of £200,000 has been identified from the asset budget to invest in the condition issues and impacting on the school learning environment at Glan Yr Afon in the 2019/20 financial year.
15. Flying Start services currently operate within the Glan Yr Afon catchment area. These are delivered across more than one school site with the FS health staff base and parenting classes at Glan Yr Afon. The local childcare component is located at St Cadoc's. There is also to be further Early Help staff located in the East of the city to support families with additional staff to deliver parenting support. These staff will need a staff base and appropriate venue(s) to deliver services.
16. Co-locating other Early Help family support services with Flying Start on a single site would have benefits and could offer a more cohesive and comprehensive Early Years and parenting approach as can be seen in the integrated centre model in the west of the city (the Ely and Caerau Children's Centre) and in other local authorities. The integrated children's centre approach has been shown to support the synergies between the programmes delivered, opportunities to share staff skills and opportunities to support families holistically across the services.
17. To progress this type of integration would require a more substantial investment. Officers are continuing to investigate the potential funding available and any scope for pooling several sources to achieve best use of the site for the benefit of young families in the community in the medium to longer term.
18. The St Ederyn's development is separate to the known issues presenting in Llanrumney with the financial contributions secured aligned to the new community being built.
19. The Council's Supplementary Planning Guidance sets out the circumstances in which the Council could seek s106 contributions from developers towards school facilities. In order to achieve contributions from developers, the Council would be required to evidence that any obligation meets the following criteria:
  - Necessary to make the development acceptable in planning terms
  - Directly related to the development; and
  - Fairly and reasonably related in scale and kind to the development.

20. In short, s106 contributions would not allow the Council to invest in schools to resolve existing needs. Contributions can only be sought when the schools local to a development will continue to be fully subscribed, and there is a need to expand provision either by expanding existing school schools or building new schools. Land, building or financial contributions must be directly proportionate to the needs arising from a development.
21. Whilst the s106 cannot be used to invest in existing schools, it could present an opportunity to reduce the surplus places in the Llanrumney area as well as resolving unusual organisation in the area owing to the areas some of the current schools serve.
22. A separate Cabinet report 'New School Provision to Serve parts of Pontprennau and Old St Mellons' is also to be considered at Cabinet on the 21st March, 2019. This report contains proposals concerning the need to provide places to serve Pontprennau and Old St Mellon's ward together with how this the Llanrumney area is also to be considered at Cabinet on the 21st March, 2019.

### **Option proposed**

23. This area is subject to wider strategic consideration in order to ensure an appropriate balance of places. Currently there is over supply in Llanrumney and insufficient places to serve the St Ederyn's development as it builds out. Any options that proceed should therefore take account of these differing needs in both the short and longer term.
24. Several options have been considered to reduce the surplus places in the Llanrumney area together with providing greater surety regarding the standards and leadership at the school for the future to support its improvement. The strategic solution recommended through implementation of the relevant formal processes contains two parts:
  - **Glan Yr Afon Primary School to be substantiated as a 1FE primary school with a 48 place nursery on its current site and federated with another Cardiff primary school (to be determined) – no Cabinet decision required**
  - **To relocate St Mellon's CiW Primary School to the St Ederyn's development thereby reducing the capacity in Llanrumney by 0.5FE subject to formal consultation in line with the School Organisation Code 2018 (as set out in linked report 'New School Provision to Serve parts of Pontprennau and Old St Mellons')**
25. This solution has been put forward to achieve the following:
  - Reduce surplus places to serve Llanrumney
  - Provide places on site to serve the St Edyern's development
  - Retain English-medium places at the base of Llanrumney

- Provide greater certainty and stability of leadership and management going forward to support continued focus on teaching standards and improved outcomes for pupils
- Clarify intent to develop a more cohesive Early Years offer for Llanrumney on the Glan Yr Afon site
- Confirm investment in Glan Yr Afon buildings to improve the learning environment

## **Federation**

26. A Federation is a formal and legal agreement by which the schools involved work together in a formal partnership. There is a single Governing Body, which has strategic oversight of all schools within the Federation and makes decisions in the best interests of all the schools, staff and pupils in the federation.
27. Working together through a single governing body structure can enable schools to raise standards and maintain local education provision by sharing resources, staff, expertise, and facilities and sharing best practice. A single governing body also provides an effective and accountable mechanism for schools to pool resources, including staff and budgets, release capacity in the senior management team and gain economies of scale and efficiencies.
28. The decision whether or not to federate is made jointly by the governing bodies of the schools concerned after seeking the views of parents; staff; pupils; the LA; all staff unions; and anyone else in the school community.
29. The Governing Bodies of the schools concerned would need to meet and agree to consult on a proposal to federate. Cardiff Local Authority supports the consultation exercise and has provided guidance to the Governing Body for this type of governor-led proposal.
30. The proposal included in this report is to establish a community schools federation under the Federation of Maintained Schools (Wales) Regulations 2014 (Welsh Statutory Instrument 2014 No.1132 (W.111) ) from Autumn 2019.

## **What are the key aspects of a federation?**

31. In a federation, the existing Governing Bodies of both schools would be dissolved, and if the proposals to establish a federation proceed, a new single Governing Body would replace the individual Governing Bodies and have responsibility for the strategic oversight of both schools in the federation.
32. Each school would retain its name, category, budget and staff. If federated, moving forward the schools would then be able to explore the advantages of sharing resources. The two schools would not be merging together.
33. Each school would also continue to have its own Estyn inspection.

## **Leadership Arrangements if schools federate**

34. If two or more schools federate, the Federated Governing body provides strategic leadership for both schools. The Federated Governing Body is then responsible for the performance management of the headteacher(s) with the senior leadership team structures for each school agreed, developed and formalised by the Federated Governing Body and Head Teacher(s).

## **Admissions Arrangements of federated schools**

35. If a federation were to proceed, admission arrangements to the two schools would not change. The schools would not be merging together, but would continue to operate as separate schools with separate catchment areas as set by the local authority. Each child would continue to be a registered pupil at one named school within the federation.

## **Other options considered and discounted**

36. Further options considered include:
- **Do nothing** – dismissed as there are entrenched issues which need to be resolved and the number on roll at the school is not sufficient to warrant own structure going forward;
  - **Close Glan Yr Afon Primary School and redistribute catchment area between neighbouring English-medium schools** – this option was consulted on and following consideration of stakeholder views, it was determined not to proceed;
  - **Federate with other schools in the area or across Cardiff** – several options considered, long distance dismissed as it presents challenges with active and visible management which the school will need in the short to medium term as a minimum, all other local options within Llanrumney have been considered with the above leadership determined to be the best based on historic improvement and Consortium assessment;
  - **Close Glan Yr Afon but retain 1FE English medium provision in the site as part of a larger English-medium primary school operating across two sites** – this will take longer to achieve and owing to the desire to achieve a swift improvement, federation is felt to be a more appropriate first step with consideration of this option in the future as required or if felt to be beneficial to substantiate the offer provided across the two sites.

## **Reason for recommendations**

37. To ensure members are fully informed regarding the wider strategic solution proposed for the organisation of primary places to serve Llanrumney, Parts of Ponetpennau and Old St Mellons, including:
- a sufficiency of places
  - how outcomes for pupils are to be improved

- investment aims for the area to benefit families with young children in the community.

### **Impact of new school provision to serve St Ederyn's on existing primary schools in Llanrumney**

38. As referenced in paragraph 2, the linked Cabinet report entitled 'New School Provision to Serve parts of Pontprennau and Old St Mellons' contains proposals specific to the wider reorganisation of places across the Llanrumney area and the neighbouring Pontprennau and Old St Mellon's ward is also to be considered at Cabinet on the 21 March, 2019.
39. The provision of additional places through investment in new purpose built accommodation may have a differential impact on other local schools as it can be seen as an attractive option for new pupils.
40. The housing developer for the St Edeyrn's development proposes to construct a new one form entry school building in a single phase. This would provide sufficient places for the number of pupils expected to reside on the development who require places in an English-medium primary school, when the planned 1,020 dwellings are completed.
41. Depending on which option is determined to proceed, at the time of the first pupils admitted to the school the school may have a high proportion of surplus capacity within a building capable of accommodating up to 210 primary school pupils and 48 part-time nursery pupils. This school site is sufficient in size for a two form entry primary school with on-site pitch, and would enable the expansion of the school on its existing site if/when further housing is developed.
42. The establishment of additional school places in any area where the local demand for places would not immediately fill the school would either result in surplus places within the new school or it may attract pupils from other areas to attend the school, and thus result in surplus places elsewhere.
43. Consideration must therefore be given to how to mitigate the impact of a new school on existing schools. Options for the new school provision to be located on the St Ederyn's development are included in linked report also to be considered at the Cabinet meeting 21 March, 2019.

### **Admissions and Catchment areas**

44. School federations do not necessitate a change catchment area arrangements.
45. There are no plans to change the Council's policy on the admission of children to community schools as a result of this proposal.
46. Detailed information regarding admission arrangements is contained in the Council's Admission to Schools booklet, and this information can be viewed on the Council's website ([www.cardiff.gov.uk](http://www.cardiff.gov.uk)).

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

47. It is not anticipated that there will be any negative impact on the Welsh Language, as a result of this proposal.
48. 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.
49. 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.
50. The Council must ensure that the expansion of school provision is brought forward in a strategic and timely manner, which does not compromise existing provision. Expanding Welsh-medium 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 provision of additional English-medium primary school places will mean that the overall proportion of Welsh-medium places city wide is reduced. However, the St Edeyrn's development will continue to be served by Ysgol Gynradd Gymraeg Pen y Groes.

51. 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.
52. The teaching of Welsh within an English medium setting is subject to the requirements of the National Curriculum. This would not change with the transfer of the school to new build accommodation. This proposal does not seek to change the number of Welsh-medium primary or secondary school places available in the area.

## **Learner Travel Arrangements**

53. There are no plans to change the Council's transport policy for school children.
54. 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.



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

### **Community impact**

56. The following are taken into account when considering a proposal: Public Open Space, parkland, noise and traffic congestion. Officers will work with schools and any community group to make sure that the proposal avoids negative impacts if possible.io'
57. A key objective of the Council is to enable third party to access the sports facilities at schools, on a sustainable financial basis. Welsh Government's aim for shared facilities in community-focussed school are to:
- Provide opportunities for the local community and sports organisations to participate in sport and physical activity for health improvement and development of their skills, particularly amongst low participant groups;
  - Operate in line with the national agenda for sport taking into account nationally adopted strategies;
  - Generate positive attitudes in sport and physical activity by young people and reducing the dropout rate in sports participation with age;
  - Increase the number of people of all ages and abilities participating in sport and physical activity including people with disabilities;
  - Use the facilities to encourage the range, quality and number of school sports club links and to stimulate competition that is inclusive of young people and adults;
  - Provide affordable access to the facilities and to be self-financing and cost neutral in the first instance, generating sustainable income for the school in the future.

### **Wellbeing of Future Generations**

58. In line with the Well-being 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.
59. 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.
60. In order to maximise the long-term impact of this significant investment, any design taken forward for each included in this proposal would be developed to ensure the delivery of high quality modern facilities that are able to respond to the current pupil population needs and support the

delivery of effective teaching and learning methods. They would also incorporate the flexibility to take account of changes depending on need as time progresses; such as changing demographics and pupil numbers, changing curriculum and changing types of pupil needs.

### **Financial Implications**

61. The recommendations to this report request Cabinet to note that a federation model of governance is to be pursued by the governing body of Glan-yr-Afon in conjunction with another Cardiff primary school (to be determined). The decision to explore a federation does not, in itself, give rise to any direct financial implications. Should a federated model of governance be implemented, it would reasonably be expected that this would not give rise to additional expenditure commitments in either school. It would be expected that a federation model would result in opportunities to identify efficiencies and sharing of resources, resulting in cost savings within both schools. This is especially important in the case of Glan-yr-Afon Primary School, where the financial outlook is particularly challenging, largely as a result of decreasing pupil numbers.
62. In addition, this report references the fact that a capital investment totalling £200,000 is required in the current Glan-yr-Afon Primary School building to address condition issues and ensure that the building is of appropriate standard. As referenced in the report, this sum will be identified from the approved Asset Renewal budget. Going forward, should further capital expenditure be required, it will be necessary for the required funding to be identified from within existing resources. If that is not feasible, it will be necessary for new capital resources to be identified to meet the likely expenditure commitments and ensure that any initiatives do not place a financial burden upon the Council's Capital Programme.

### **Legal Implications**

63. The Council has to satisfy its public sector duties under the Equality Act 2010. Pursuant to these legal duties the Council must in making decisions have due regard to the need to (1) eliminate unlawful discrimination (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics

Protected characteristics are:

- Age
- Gender reassignment
- Sex
- Race – including ethnic or national origin, colour or nationality
- Disability
- Pregnancy and maternity
- Marriage and civil partnership
- Sexual orientation
- Religion or belief – including lack of belief

64. The Equality Impact Assessment which has been undertaken ensures that the Council has properly understood and assessed the potential impacts of the proposals in terms of equality. As stated in the Report, the conclusion is that the proposals would not adversely affect a particular group in society.
65. The Well-Being of Future Generations (Wales) Act 2015 places a 'well-being duty' on public bodies aimed at achieving seven 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.
66. In discharging its duties under the 2015 Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2018-21: <http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>
67. 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.
68. 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 seven 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 using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

## **HR Implications**

70. The Governing Bodies of Glan-yr-Afon Primary School and the school the approach with regard to federation will be provided with support and

advice from HR People Services to assess the individual HR implications of a federation proposal.

71. Should a federation be established, staff employed by the current governing bodies would continue to be employed by any new federated governing body, but there may be opportunities for shared working across the two schools and for any newly appointed staff to be appointed to work across the federation. A joint committee will need to be formed comprised of governors from both governing bodies and will need to consider the leadership arrangements for the federation, in light of the current interim arrangements and federation proposals. Support will be provided to the joint committee in line with the SOP HR Framework.

## **Transportation**

72. Transport observations provided for the Cabinet report 'School Organisation Planning: The Provision of English-medium primary school places in the Llanrumney area' dated 12 July 2018, highlighted the importance of all schools affected by organisational changes in educational provision and new school developments being supported by the development and implementation of Active Travel Plans. Such plans will include educational and training activity to promote active travel to school and, where necessary, the development of physical improvements within the neighbourhoods surrounding school premises to make active journeys to school easier and safer.
73. The proposals for Federation outlined in this report have no strategic transport implications.
74. Detailed transport comments have been provided for the separate report being considered by Cabinet: 'New School Provision to Serve parts of Pontprennau and Old St Mellons'. They consider the school travel implications of the transfer of English medium places currently provided at St Mellons Church in Wales Primary School in Llanrumney to the new primary school that will be built within the St Ederyn's development.
75. This highlights the importance of the St Ederyns School being supported by a robust Travel Plan/Active Travel Plan. A range of measures will need to be considered including the feasibility of a establishing and operating a walking bus from the Llanrumney area, which could help to minimise demand for car travel to school.
76. The master plan for the St Ederyns development includes active travel links to the proposed school site. Measures to deter residents from driving to the school will need to be built into the design of the access arrangements for the new school. The Council's transport team will work closely with colleagues within the Planning and Education teams to develop the right solutions and support the development of the Travel Plan/Active Travel Plan.

## Equality Impact Assessment

77. An initial Equality Impact Assessment has been carried out and concluded that these proposals would not adversely affect a particular group in society. This assessment will be reviewed if the proposal to federate were to proceed.

## RECOMMENDATIONS

The Cabinet is recommended to:

- Note that the process of federation is to be pursued by Glan Yr Afon Primary School with another Cardiff primary school (to be determined) as part of a wider strategic solution to both reduce surplus places in Llanrumney and to improve pupil outcomes at Glan Yr Afon Primary School.
- Agree to Officers exploring appropriate capital investment sources routes to consolidate and co-locate Early Years services delivered in the Llanrumney area onto the Glan Yr Afon site

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>NICK BATCHELAR</b> Director of Education & Lifelong Learning
	15 March 2019

*The following appendices are attached:*

Appendix 1: Equality Impact Assessment

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