

CABINET MEETING: 18 APRIL 2019

**NEW PRIMARY SCHOOL PROVISION TO SERVE PARTS OF
CREIGIAU/ ST FAGANS, RADYR/ MORGANSTOWN AND
FAIRWATER**

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

AGENDA ITEM: 4

Reason for this Report

1. To enable the Cabinet to consider a recommendation to hold a public consultation on a proposal to establish a new two form entry dual stream primary school, organised as one form of entry Welsh-medium and one form of entry English-medium, but with significant use of Welsh, to serve parts of Creigiau/ St Fagans, Radyr/ Morganstown and Fairwater.
2. For Cabinet to note the revenue implications and potential capital implications arising from additional school provision.

Background

New housing developments in North West Cardiff

3. A number of new housing developments have been proposed in North West Cardiff in recent years which will increase the number of children in the area seeking school places, and will impact on the availability of school places.
4. 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 case and kind to the development
5. S106 contributions would not allow the Council to invest in schools to resolve existing needs that have been identified. 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 schools or building new schools. Land, building or financial contributions must be directly proportionate to the needs arising from a development.

6. 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.
7. Cardiff' Local Development Plan (LDP) 2006 – 2026 identified key strategic sites to deliver 41,100 new dwellings in Cardiff including Strategic Site C in North West Cardiff to provide up to 5,000 dwellings during the LDP period but potentially up to 7,000 overall.
8. New primary schools to serve the Strategic Site C were detailed in the Local Development Plan as a policy requirement for essential infrastructure necessary to support the development.
9. Outline planning consent for the construction of up to 630 dwellings on Land North and South of Llantrisant Road site, the first phase of the Plasdŵr development, was granted by the Council's Planning Committee on in February 2016.
10. A s.106 agreement negotiated with the developer of the site in 2016 provides the Council with the following:
 - A site assigned within the development for a school;
 - A new build two form entry primary school
11. To date, approximately 90 houses have been completed and are occupied in the early phases of development on the northern side of Llantrisant Road.
12. Other significant developments in receipt of planning consent within Strategic Site C include:
 - North West Cardiff – up to 5,970 dwellings, and to include three new primary schools a secondary school
 - Land South of Pentrebane Road – up to 290 dwellings
 - Goitre Fach Farm – 260 dwellings.
13. Additional primary school provision is necessary to serve the additional demand for places from these sites within or adjacent to the Plasdŵr development.

Issues

Current capacity/ schools serving the areas

14. The Creigiau/ St Fagans, Radyr/ Morganstown and Fairwater areas are served by a number of English-medium, Welsh-medium and dual stream primary schools. These include Bryn Deri, Danescourt, Fairwater, Holy

Family RC, Llandaff CiW, Pentreban, Pentyrch, Peter Lea, and Radyr English-medium Primary Schools; Ysgol Gymraeg Coed y Gof, Ysgol Nant Caerau Garth and Ysgol Pencae (Welsh-medium); and Ysgol Gynradd Gwaelod Y Garth and Creigiau Primary school (Dual stream).

15. A map indicating the location of, and catchment areas of, English-medium primary schools is attached as Appendix 2. A map indicating the location of, and catchment areas of, Welsh-medium primary schools is attached as Appendix 3.

Establishing local demand for primary school places

16. Projections based upon NHS data received in 2018, the latest year for which data are available, indicate that the number of English-medium community pupils entering Reception from existing housing is not expected to reach the peak intake of September 2015 and 2016.
17. 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 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.
18. Forecasts are prepared based on:
 - current residential populations;
 - likely populations from the future residential developments currently in construction and proposed;
 - likely demand if take up patterns were to remain consistent with the most recent years applying these trends to the relevant populations entering primary education in future years;
 - Potential changes to take up patterns which may increase demand in one type of provision but reduce another.
19. Full information regarding projections and forecasts prepared relevant to the area and the methodology used to establish likely demand are set out in Appendix 1.

Summary forecasts of demand for places at entry to Reception

20. The work undertaken to establish the likely demand for places in English-medium and Welsh-medium primary schools across the Creigiau/ St Fagans, Radyr/ Morganstown and Fairwater areas shows that there will be an overall projected surplus of approximately 46 Reception places in the Creigiau/ St Fagans, Radyr/ Morganstown and Fairwater areas, based on existing housing.

21. However, a significant number of places at schools such as Creigiau Primary School and Ysgol Gynradd Gwaelod Y Garth are taken up by pupils living outside of Cardiff. Many of these schools are geographically isolated from the new housing development on which the new primary school is proposed.
22. When compared to the existing supply of places at Reception age across the wider area, catchment area projections for years 2019 to 2021 indicate:
 - An average surplus of 31 English-medium primary school places;
 - An average surplus of 4 Welsh-medium primary school places.
23. However, the current level of surplus places at English-medium primary schools within closest proximity to the new development, including Radyr Primary School, Peter Lea Primary School and Danescourt Primary School is low, at 69 places (6 % of capacity). The current level of surplus places at Welsh-medium primary schools within closest proximity to the new development, namely Ysgol Gymraeg Coed Y Gof and Ysgol Pencae is also low, at 32 places (also 6% of capacity).
24. When compared to the existing supply of places at Reception age across the catchment areas served by these five schools, projections for years 2019 to 2021 indicate:
 - An average surplus of 31 English-medium primary school places;
 - An average deficit of 10 Welsh-medium primary school places.
25. This excludes the yield of pupils from the any of the new housing development within the Plasdŵr development. The yield from the first phase of the development, of 630 dwellings on Land North and South of Llantrisant Road, is projected at an average of 27 pupils per year group when the development is complete. The projected yield from the entire Plasdŵr development is projected at an average of approximately 229 pupils per year group when the development is complete.

New build 2 FE primary school on the Plasdŵr development

26. A new school is being provided by the site developer as part of the planning agreement with the Council to meet the needs of the new development and future housing planned. The primary purpose of new school provision is to serve pupils who would be resident within the new housing developments – the new provision being necessary and directly proportionate to the projected yield of pupils from the development.
27. At the time of establishment, the first phase of the housing development would not be fully complete. It is anticipated that this phase of development would be complete and all dwellings occupied between 2022 and 2024.
28. The lead housing developer for the Plasdŵr development proposes to construct a new two form entry school building in a single phase to serve

the development. This would provide sufficient places for the number of pupils expected to reside on the development who require primary school places when the planned 630 dwellings are completed.

29. The additional school capacity of two forms of entry would sufficiently meet the needs of the development. The school would also provide sufficient surplus capacity to meet the projected demand for school places from the 290 dwellings planned on the site South of Pentreban Road (phase 2), and part of the projected demand from the larger North West Cardiff site of up to 5,000 dwellings in later phases.
30. The proposed primary school site within the district centre is restricted to a maximum land take of 1.4ha to comply with Health and Safety Executive PADHI restrictions in relation to an existing high pressure gas main. This school site is sufficient in size for a two form entry primary school with an on-site pitch.

Cymraeg 2050, Bilingual Cardiff strategy, and the new Curriculum for Wales

31. The Welsh Government published its Cymraeg 2050 strategy in 2017 which sets out a vision of reaching 1 million Welsh speakers by 2050.
32. By 2050, the aim in the strategy is for 40 per cent of children (in each year group) to be in Welsh-medium education (with each one reporting that they're able to speak Welsh), with the remainder in English-medium education. Of those in English-medium education, the assumption is that half of those leaving school will report that they are able to speak Welsh.
33. The strategy assumes that, nationally, 70 per cent of 15 year olds will be able to speak Welsh by 2050, made up of 40 per cent in Welsh-medium schools and 30 per cent in English-medium schools (i.e. half of the 60 per cent in English-medium schools). Achieving the targets within Cymraeg 2050 cannot be achieved solely through the establishment of new Welsh-medium schools.
34. The Cymraeg 2050 strategy also sets out transformational changes which include:
 - Make rapid progress to expand Welsh-medium early years provision to facilitate a seamless transition into Welsh-medium education.
 - Increase the proportion of each school year group receiving Welsh-medium education from 22 per cent nationally in 2015/16 to 30 per cent by 2031, and then to 40 per cent by 2050
 - Transform how Welsh is taught to all learners in order that at least 70 per cent of those learners report by 2050 that they can speak Welsh by the time they leave school.
35. The Cymraeg 2050 strategy notes, that whilst Welsh-medium immersion education is the principal method for ensuring that children can develop

their Welsh language skills, and for creating new speakers, all learners should have the opportunity to be bilingual. In order to reach the target of a million speakers, the number of learners in English-medium schools that succeed in acquiring the language must also be greatly increased.

36. The Welsh Government has not set targets for each Local Authority within the Cymraeg 2050 strategy, nor does it detail the curriculum changes or organisational changes that would need to be implemented to increase the number of fluent Welsh speakers leaving English-medium education.
37. The Bilingual Cardiff Strategy identifies priority areas to allow families, children and young people to use Welsh, which include
 - Promoting the benefits of Welsh Medium education to all Cardiff communities and implementing the Welsh in Education Strategic Plan.
 - Improving provision and standards in Welsh in both Welsh medium schools and English medium schools through the Welsh in Education Strategic Plan.
 - Promote the benefits of transferring the Welsh language within the family, and give children and young people the opportunity to become confident bilingual adults.
 - Develop opportunities for children and young people in English medium settings to positively connect with the Welsh language.
 - Improve rates of progression between early years to post-16 education.
38. Within Cardiff, there are 81 English-medium community primary schools, 15 Welsh-medium community primary schools and two dual-stream primary schools. Three of the 15 Welsh-medium community primary schools are located on shared sites with English-medium primary schools, namely Ysgol Gymraeg Coed Y Gof, Ysgol Glan Ceubal and Ysgol Gymraeg Pen Y Groes.
39. The Welsh Government's document 'Defining schools according to Welsh-medium provision' (October 2007) gives a series of definitions to describe the linguistic nature of primary and secondary schools in Wales, as follows:
 - Welsh-medium primary school
 - Dual Stream primary school
 - Transitional primary school: Welsh medium with significant use of English
 - Predominantly English -medium primary school but with significant use of Welsh
 - English-medium
40. Within Wales, Local Authorities may establish new primary schools established which meet the definition of one of these descriptors. Dual-stream primary schools ordinarily include a Welsh-medium stream and

an English-medium stream, but not a Welsh-medium stream and a stream defined by any of the other language categories.

41. There are a number of significant changes due to be implemented in education in Wales over the next five years.
42. The new Curriculum in Wales sets new expectations for schools and learners, and will not use the term Welsh second language. There will be a single curriculum for Wales that will apply in Welsh-medium, English-medium and bilingual schools. The expectations in Wales for those learning Welsh in English-medium schools will gradually be increased as the first cohorts learn through the new curriculum in order to realise the ambition of 1 million Welsh speakers by 2050. The new Welsh language pathway expects that, whilst learners will progress at a different pace in English-medium, Welsh-medium or bilingual schools, all children will be able to use Welsh.
43. Following a rapid review of the Welsh in Education Strategic Plans 2017-20, the Welsh Government is undertaking a review of the linguistic models used in schools internationally, to allow the development of new categories that can be used to inform and support school and curriculum planning in Wales. However, at present, the linguistic categories of schools that may be established are limited.

Proposed school establishment

44. Consistent with the aspirations of Cardiff's Bilingual Strategy, and in order to respond positively to the desire for a greater number of bilingual citizens (fluent in both English and Welsh), a variation on the traditional dual stream primary school provision/school site is proposed.
45. In order to meet the projected demand for places from the current phases, and to contribute towards meeting the demand from future phases of the Plasdŵr development, the Council proposes to establish a dual stream two form entry primary school organised as:
 - a one form entry Welsh-medium stream, with 48 part-time nursery places,
 - a one form entry predominantly English-medium but with significant use of Welsh stream, with 48 part-time nursery places.
46. The establishment of a new type of school in Cardiff, a dual stream, primary school including a predominantly English-medium but with significant use of Welsh stream, provides an opportunity to seek innovative approaches in teaching the Welsh language to pupils in an English-medium setting.
47. The planned dual stream establishment would enable close partnership working of the streams through and sharing a site and facilities, would facilitate full language immersion for children within the Welsh-medium stream and would also enable the children within the predominantly

English-medium stream to build more secure Welsh language acquisition.

48. The development of learners' Welsh language skills could be supported across the curriculum and through extra-curricular experiences and activities as part of a whole-school approach under a single Governing Body.
49. This model of school provision would be well placed to celebrate Welsh in all aspects of provision and serve as a model of linguistic excellence where pupils leave fluent in both Welsh and English and potentially to have started in their journey to acquire a third European language before entry to secondary education.

Impact of new schools on existing primary school provision

50. Whilst the provision of a two form of entry school would provide additional school places in high quality accommodation, this may have a differential impact on other local schools.
51. The establishment of new school provision, particularly in new build facilities, inevitably attracts pupils from other areas. This could significantly impact the rolls of existing schools. Careful consideration must therefore be given to the timing, scale and type of provision established in order to avoid destabilising or undermining other schools.
52. The schools potentially at risk of reduced intakes as a direct result of the new school provision may be those in close proximity to the new school provision.
53. The English-medium primary schools within closest proximity of the proposed new school are Danescourt Primary School, Peter Lea Primary School and Radyr Primary School. Each of these has been highly subscribed in recent years and both Peter Lea and Danescourt Primary Schools have admitted a high percentage of children from outside of their catchment area. Whilst these schools may be affected by proposals for new school provision nearby, the effect on pupil intakes is expected to be limited.
54. The Welsh-medium primary schools within closest proximity of the proposed new school are Ysgol Pencae and Ysgol Gymraeg Coed Y Gof. Ysgol Pencae has been highly subscribed for many years. The number of school preferences for Ysgol Gymraeg Coed Y Gof, and pupils admitted to the school, have reduced in 2017/18 and in 2018/19. There is a risk that additional Welsh-medium places in close proximity to Ysgol Coed Y Gof may further reduce intakes to this school.
55. At the time of the first pupils admitted to the new school at Plasdŵr there could be significant surplus capacity within a building capable of accommodating up to 420 primary school pupils and 96 part-time nursery pupils. The establishment of new school provision 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.

56. The arrangements for establishing new schools in Cardiff as 'starter schools' would normally allow admissions to Nursery and Reception years only at the time of opening. Pupils would not be admitted to Year groups 1-6 at the time of opening. The school would grow and admit pupils to these year groups over a seven year period. This limits the impact of new school provision on neighbouring schools and allows stable growth of a new school.
57. Whilst the new school buildings are provided to serve the new development, this does not prevent places being taken up at the new school ahead of the development being complete. In accordance with the Welsh Government statutory School Admissions Code, the Council is unable to either restrict admission to a school to those pupils living within the designated catchment area or to reserve places in a school for any pupils who may subsequently move into the area.
58. It is therefore an inevitable risk that some families moving into new housing on the Plasdŵr development beyond September 2021 may be unable to attend the school.
59. In November 2018, there were 25 pupils of primary school age (Nursery – Year 6) who were resident on the early phase of the Plasdŵr, development, North and South of Llantrisant Road. These pupils attend eight primary schools throughout the city. At this time, the maximum number of pupils attending a specific school was three. The majority of these schools enrolled three pupils or fewer.
60. It is therefore considered that there are three potential options for the admission of pupils to the new primary school from September 2021.
61. **Option 1** – The Admission Number to be implemented on a phased basis; with Reception admitting up to 30 pupils in September 2021 . Each stream would grow as a traditional 'starter class' model, with **no admissions to years 1-6** in September 2021.

Implementing a starter class model may limit the impact of the proposal on other schools, as children would be unable to transfer from other schools into these age groups at the school but could also mean that siblings are unable to attend the same school.

This starter class model would also prevent primary school pupils resident in the new development, who are above Reception age at September 2021 from taking up places at the local primary school. Local pupils above Reception age would be required to take up places at schools elsewhere and it is likely that many journeys to school for those resident on the development would be by inactive modes of travel.

Option 2 - The increase of the Admission Number to be implemented on a phased basis; with Reception admitting up to 30 pupils and years **1-6** operating a lower Admission Number of 15 in September 2021.

Implementing arrangements that enable pupils to enrol in all year groups would allow primary school pupils resident in the new development who are above Reception age at September 2021 to take up places at the local primary school. As the number of pupils attending other primary schools does not exceed three per school at present, and is not expected to reach a high number by September 2021, the effect would be limited. However, under this option the new school may require mixed age classes throughout and the financial implications of implementing this model may be prohibitive for the school.

Option 3 - The increase of the Admission Number to be implemented on a phased basis; with Reception admitting up to 30 pupils and years **1-2** operating a lower Admission Number of 15 in September 2021. There would be no admissions to years 3 – 6 in September 2021

Implementing arrangements that enable pupils to enrol in a limited number of year groups would allow primary school pupils resident in the new development who are between Reception age and Year 2 at September 2021 to take up places at the local primary school. The effect on other schools would be limited, and the school could operate one nursery class, one Reception class and one mixed Year1/2 class at the time of establishment.

62. Opening all year groups in the proposed new school with a higher admission number is not considered to be a sustainable solution as this may negatively impact other schools in the local area. This could encourage children from other areas to take up places in the school. As set out in paragraphs 52 and 53, the recent school preference data suggests that Ysgol Gymraeg Coed Y Gof may be affected by significant additional capacity in local Welsh-medium provision.
63. In each of the above options the school would be resourced to accommodate the number of pupils to be enrolled. Fewer staff would be required and this limits the financial risk for the school of over-staffing, and mitigates the impact on other local schools.
64. Option 3 would better meet the needs of the community that the school would serve than Option 1. Under Option 3, the potential impact on other schools in September 2021 would be mitigated, by comparison to option 1, by limiting the number of year groups with places available at the time of establishment.
65. It is therefore proposed that Option 3, with Reception admitting up to 30 pupils and years **1-2** operating a lower Admission Number of 15 in September 2021, is implemented.

Educational benefits of the proposals

66. The following benefits would be expected to result from this proposal:
- Sufficient capacity to meet the English-medium and Welsh-medium community pupil demand projected within the development North and South of Llantrisant Road;
 - Full language immersion for children within the Welsh-medium stream, and children within the predominantly English-medium stream enabled to build more secure language acquisition.
 - Contribute positively towards the national targets within the Cymraeg 2050 strategy.
 - Consistency with the aims within Cardiff's Bilingual Strategy;
 - A new model of school provision with the potential to serve as a model of linguistic excellence able to support new practice in other Cardiff schools;
 - Pupils will be educated in high quality, modern buildings which will be able to support the delivery of a broad and balanced curriculum;
 - The establishment 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;
 - The establishment of a two form entry primary school is expected to 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 school to cover a wider range of curriculum expertise than in separate or smaller schools.

Design and build of new school

67. New schools in Cardiff have in recent years been funded wholly by Cardiff Council or have been part funded by Cardiff Council and Welsh Government. Tendering and procurement of new schools has been undertaken by the Council, and contractors appointed to build new schools on the Council's behalf.
68. The new primary school on the Plasdŵr development is to be procured by the developer and construction is proposed to be completed in Summer 2021.
69. The Council has worked closely with the housing developer and its partners to deliver a clear vision and design brief which will enable contractors to design a school which will meet the Council's requirements.
70. An optimised design approach has been adopted for the design of Cardiff primary schools, applying good practice and lessons learnt from new builds in recent years, which in turn provides a efficiencies in resourcing and operationally.

71. The design supports strengthening the role of schools at the heart of their community through co-location of community services within school sites and integrated services where appropriate.

Implications for secondary school provision

72. Phase 1 of the Plasdŵr development, within which the new school will be located, overlaps the catchment areas of Cantonian High School, Radyr Comprehensive School and Ysgol Gyfun Gymraeg Plasmawr. The development is also served by The Bishop of Llandaff Church in Wales Primary School and Corpus Christi High School, although admissions to these schools give priority to criteria that are faith-based and/ or based on attendance at a school of the same faith.
73. Demand from within the catchment area for English-medium places at entry to secondary education at Radyr Comprehensive School is below the Published Admission Number of 210 places. Projections indicate that demand from existing housing within the catchment area of Radyr Comprehensive School will not exceed the number of places available.
74. Demand from within the catchment area for English-medium places at entry to secondary education at Cantonian High School is below the current Published Admission Number of 181 places. Projections indicate that demand from existing housing within the catchment area of Cantonian High School will not exceed the number of places available.
75. The Council is consulting on proposals to expand Cantonian High School from six to eight forms of entry (a Published Admission Number of 240 places). This would provide sufficient capacity to accommodate all pupils in existing housing within its catchment area and will provide additional capacity to meet part of the excess demand in other areas.
76. The additional demand for English-medium secondary school places from the early phases of the Plasdŵr development can be accommodated within the existing school provision.
77. Based on recent trends, demand for Welsh-medium places at entry to secondary education within the catchment area of Ysgol Gyfun Gymraeg Plasmawr is expected to exceed the 180 places available in 2020/21. Combined demand across the three Welsh-medium high school catchment areas is projected to exceed overall capacity at Year 7 in 2021/2022.
78. Separate proposals will be brought forward to ensure that there are sufficient places to meet the demand for Welsh-medium places within the catchment area of Ysgol Gyfun Gymraeg Plasmawr, and to meet the demand for Welsh-medium places in each Welsh-medium secondary school catchment area.
79. A s106 agreement for the North West Cardiff development of up to 5,970 dwellings includes agreement to provide a new secondary school site and financial contributions towards construction. S106 agreements for

other developments in the area, including the Land South of Pentreban Road, Goitre Fach Farm and Junction 33 would also provide financial contributions towards the expansion of English-medium and Welsh-medium secondary school provision.

80. The English-medium and Welsh-medium secondary school catchment areas will face challenges without re-organisation of provision. The large scale housing developments underway and proposed in the North of the city of the will require additional secondary school places.
81. Any proposals brought forward to expand secondary school provision to meet the demand from additional housing could impact on the existing organisation and pattern of schools. Proposals will be brought forward in good time to ensure that there are sufficient places to meet the increased demand for secondary school places in each language medium that the new housing development will bring.
82. Officers are monitoring birth rates, the yield from proposed housing and the patterns of take up in English-medium, Welsh-medium and Faith provision at primary and secondary age with a view to bringing forward appropriate plans to meet the increased demand.

Admission arrangements and catchment areas

83. Consultation on admission arrangements for the 2021/2022 school year would take place between 1 September 2019 and 1 March 2020 in accordance with the requirements of the Welsh Government's Admissions Code.
84. There are no plans to change the Council's policy on the admission of children to community schools as a result of this proposal. In accordance with the requirements of the Admissions Code, Admissions arrangements for the 2021/2022 school year would be subject to consultation in the period between 1 September 2019 and 1 March 2020, and determined 15 April 2020.
85. 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).

Local Member Consultation

86. Local Members for Creigiau & St Fagans, Radyr & Morganstown and Fairwater have been consulted on the proposal. Members have been briefed on the need for additional places to serve the Plasdwr development, the alignment of the proposal with the Council's Bilingual Strategy and the Welsh Government's Cymraeg 2050 strategy, and the potential impact of new school provision on local schools.

Reason for Recommendations

87. To respond to the projected demand for additional Welsh-medium and English-medium primary school places to serve the new housing developments in the Creigiau/ St Fagans, Radyr/ Morganstown and Fairwater areas.

Impact of the proposal on the Welsh Language

88. It is anticipated that there will be a positive impact on the Welsh Language as a result of these proposals.
89. The proposals outlined in this report 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.
90. 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.
91. 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.
92. 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.
93. 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.
94. 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.

95. 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.
96. There is a risk that provision of additional Welsh-medium primary school places on the new school site, within the catchment area of Ysgol Gymraeg Coed Y Gof and within two miles of the school, may inhibit the growth of Ysgol Gymraeg Coed Y Gof. It is intended that this impact is mitigated by admission arrangements which limit admissions to the new school provision at the time of establishment.
97. This proposal also seeks to increase the number of learners, for whom parents seek an education predominantly through the medium of English, that are well placed to be bilingual at the end of their statutory education.
98. The provision of 210 additional Welsh-medium places in a dual stream primary school would mean that that the overall proportion of Welsh-medium places city-wide is increased.
99. The provision of 210 school places in a stream defined as Predominantly English -medium but with significant use of Welsh, within a dual stream school under a single management and governance structure, seeks to increase the overall proportion of bilingual citizens in Cardiff.

Learner Travel Arrangements

100. There are no plans to change the Council's transport policy for school children.
101. 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.
102. The Council's transport policy for school children can be viewed on the Council's website www.cardiff.gov.uk/schooltransport.

Community impact

103. 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.
104. 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

105. 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.
106. 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.
107. In order to maximise the long-term impact of this significant investment, any design taken forward 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

108. This report outlines a proposal to establish a new 2FE dual stream school within the Plasdŵr development and this development will give rise to revenue implications and capital implications. Regarding revenue, the resources required to fund these schools will need to be factored into the Council's annual budget setting process and reflected in the Medium Term Financial Plan. As the school's capacity is incrementally increased, it will be necessary to ensure that this growth is added to the overall school budget on an annual basis, to avoid financial detriment to other schools in Cardiff. It is not currently anticipated that there will be an impact in terms of school transport, however this will need to be kept

under review as the school grows. In particular, the proposed emphasis on the Welsh language may have implications for the requirement of Welsh immersion education in Cardiff. Therefore, financial implications may arise should there be a need to increase immersion capacity within the city and transport pupils to the Welsh Immersion Unit, as required.

109. Regarding capital implications, further work is required to fully assess the likely cost of the new school building and the risk around s106 contributions sufficiently covering the cost of this development. Should it be determined that the cost exceeds the agreed level of contribution, it will be necessary to consider the financial implications that arise from this. Should the Council be required to make a contribution towards the overall cost, this will need to be funded from within existing approved resources or factored into future iterations of the Council's Capital Programme. However, every effort should be made to ensure that value for money is obtained and the requirement for a Council contribution is kept to a minimum or avoided, if possible. Furthermore, the ongoing ownership and maintenance responsibilities will need to be assessed and factored into the overall capital cost of the scheme and ongoing revenue requirements.

Legal Implications

110. Any proposal to establish a new community school may be made by a local authority under Section 41 of the 2013 Act. Section 48 of the 2013 Act requires that such proposals must be consulted upon, and then published, in accordance with the School Organisation Code (which contains a mixture of statutory guidance to which Authorities must have regard in exercising any power or decision under the Act and actual provisions with which the Authorities must comply).
111. The School Organisation Code sets out various factors which should be taken into account in formulating proposals, which includes paying particular attention to the impact of the proposals on vulnerable groups including improvement of accessibility for disabled pupils.
112. Schools in Wales are categorised with reference to their model of Welsh language provision, in accordance with definitions set out in the Welsh Government's Information Document 'Defining schools according to Welsh medium provision'. The school's language category is intended to provide better information for parents and for local and national government on the extent to which pupils are learning through the medium of Welsh. There are five categories for Primary Schools (listed in paragraph 39 of the report), one of which is 'Dual Stream': 'Two types of provision exist side-by-side in these schools. Parents/pupils opt either for the mainly Welsh-medium or mainly English-medium provision..'. Members will note that the proposal is to establish a 2 form entry dual stream primary school, with 1 form entry for Welsh medium provision and 1 form entry for English with significant Welsh. It is understood that Welsh Government officials have confirmed they have no concerns with the proposed 'Dual Stream' categorisation.

113. Where a new school is proposed, the School Organisation Code says that local authorities must consider the 'evidence of current or future need/demand in the area for additional places, with reference to the school or proposed school's language category, designated religious character, and the gender intake (i.e. co-educational/single sex). The demand for additional provision of any type in an area should be assessed and evidenced' (Code paragraph 1.4).
114. The proposals must be set out in a consultation document, and include details prescribed by the Code. The consultation document must be published in hard copy and electronically on the Authority's website and be sent to prescribed statutory consultees, allowing consultees at least 42 days to respond (with at least 20 of those being school days).
115. Consultation gives rise to the legitimate expectation that the outcome of the consultation will be considered in terms of determining the way forward. Therefore consultation is required to be undertaken: i. when the proposals are at a formative stage (with no decision having been made); ii. on the basis that the consultation feedback will be properly considered and could change the proposals; iii. with the provision of sufficient information and time to facilitate expression of views by consultees and conscientious consideration of those views prior to making any decision on the proposals.
116. 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 this stage, a further report will be submitted to the Cabinet. If the Cabinet decides to proceed with the proposals, it must then publish a statutory notice of the proposals within 26 weeks from the end of the consultation period (unless an extension is granted by the Welsh Ministers). After publication of the statutory proposals notice, there is a 28 day statutory objection period (which must include 15 school days), after which the Council may determine its proposals (under section 53 of the 2013 Act). If any objections are received during the objection period (and not withdrawn), they must be conscientiously considered, alongside the arguments in respect of the proposals and in the light of the factors set out in the Code, when the Council determines its proposals. A summary of any objections and the Council's response must be published at the same time as the Council issues its decision. The determination of school organisation proposals under section 53 of the 2013 Act is a local choice function which has been allocated to the Cabinet under the Constitution (Part 3, Section 3). Following determination, proposals may be implemented.
117. If the proposals are taken forward, the admission arrangements will need to be determined, following consultation, in accordance with the School Admission Code and the Education (Determination of Admission Arrangements) (Wales) Regulations 2006.
118. 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. Due regard should be given to the outcomes of the Equalities Impact Assessment.

119. 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.
120. The Well-being of Future Generations (Wales) Act 2015 requires the Council to consider how the proposals will contribute towards meeting its well being 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.
121. Further legal advice will be provided as proposals are progressed.

HR Implications

122. HR People Services will work with the Temporary Governing Body of the new school to consider and put in place leadership arrangements in advance of the opening of the school. This is to allow time for organisational and staffing decisions to be taken, so that the school is appropriately resourced for the opening, particularly in light of the proposals for a phased intake.
123. The Temporary Governing Body will also need to consider the HR policies and procedures that it would adopt in relation to the employment and management of staff. The Council will advocate the adoption of the HR Manual for Schools which has been designed to provide policies and procedures, information and guidance to governing bodies, Head teachers and staff, on the human resources issues and employment matters affecting schools.
124. The full adoption of the HR Manual would ensure that any staffing vacancies at the school would provide opportunities for individuals on the school redeployment register, in line with the Council's Redeployment and Redundancy Policy for schools.

Transportation

125. The Council's Local Development Plan (2006-2026) includes a target of 50% of all journeys to be made by sustainable transport. Minimising the proportion of school journeys made by car and maximising opportunities

for travel to school by active and sustainable modes can make an important contribution to achieving this target and reducing pressures on the transport network at peak times. Increasing travel to school by active modes will have a positive impact on children's health and wellbeing and will support the delivery of key actions and outcomes under Goal 5 the Council's Child Friendly City Strategy (2018), which relates to ensuring access to safe outdoor environments for formal and informal play, walking, cycling and scooting and active travel to school.

126. The Council's current Corporate Plan includes a commitment to every school in Cardiff developing an Active Travel Plan. Such a plan will identify actions by the school to support and encourage active travel to school and also any improvements to on-site and off-site infrastructure required to facilitate active journeys.
127. The provision of new schools and the relocation of existing schools provides a clear opportunity to address travel behaviour in the context of a new setting.
128. The master plan for the Plasdŵr development has been designed to provide a high level of permeability to facilitate trips within and beyond the housing development by walking and cycling. This includes provision of a network of cycling routes including routes segregated from traffic.
129. It is essential that the new school development is planned and designed in a way which deters car travel to the new school and makes full use of the integral walking and cycling infrastructure within the housing development in order to maximise trips to school by active modes.

Active Travel Plan

130. An Active Travel Plan will be developed in conjunction with the planning design and delivery of the new school facility and is likely to be made a condition of the planning consent.
131. Officers from the transport team will work closely with colleagues within the planning and education teams to develop the Active Travel Plan and to ensure it is fully tailored to the setting of the school and its future needs. Development of the plan is likely to include the following activities
 - Early engagement with the school's headteacher, governing body and ward councillors to identify key issues and potential solutions
 - Engagement with parents of pupils including help with personalised travel planning
 - Identification of essential infrastructure within the school site to support active travel, such as bicycle and scooter stands
 - Specification of supporting off-site engineering measures to facilitate walking and cycling to the site

- Support from the Council’s Road Safety Team to deliver active travel-supporting activities including national standards cycle training, Junior Road Safety Officers, Kerbcraft and Streetwise, and working with Welsh Cycling Go Ride team to deliver cycling skills
 - Encouraging and supporting the school to implement walking buses
132. Any on-site car parking should not exceed limits included in the Council’s adopted parking standards included in the Managing Transport Impacts Supplementary Planning Guidance (2018).
133. Parking restrictions will be implemented within the immediate vicinity of the site, where this is necessary to prevent problem parking and for safety reasons.

Equality Impact Assessment

134. An Equality Impact Assessment on this proposal has been carried out. The assessment concluded that this proposal would not adversely affect a particular group in society (details of the Equality Impact Assessment can be seen at Appendix 4).

RECOMMENDATIONS

The Cabinet is recommended to authorise officers to consult on a proposal to establish a new two form entry dual stream primary school organised as one form of entry Welsh-medium and one form of entry predominantly English-medium but with significant use of Welsh, each with 48 part-time nursery places, from September 2021

SENIOR RESPONSIBLE OFFICER	NICK BATCHELAR DIRECTOR EDUCATION & LIFELONG LEARNING
	12 April 2019

The following appendices are attached:

- Appendix 1: Projections and forecasts
- Appendix 2: English-medium primary school catchment areas
- Appendix 3: Welsh-medium primary school catchment areas
- Appendix 4: Equality Impact Assessment

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