

## **Appendix 2**

Cardiff 2050 trajectory  
2022 – 2032 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 - 2032 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.

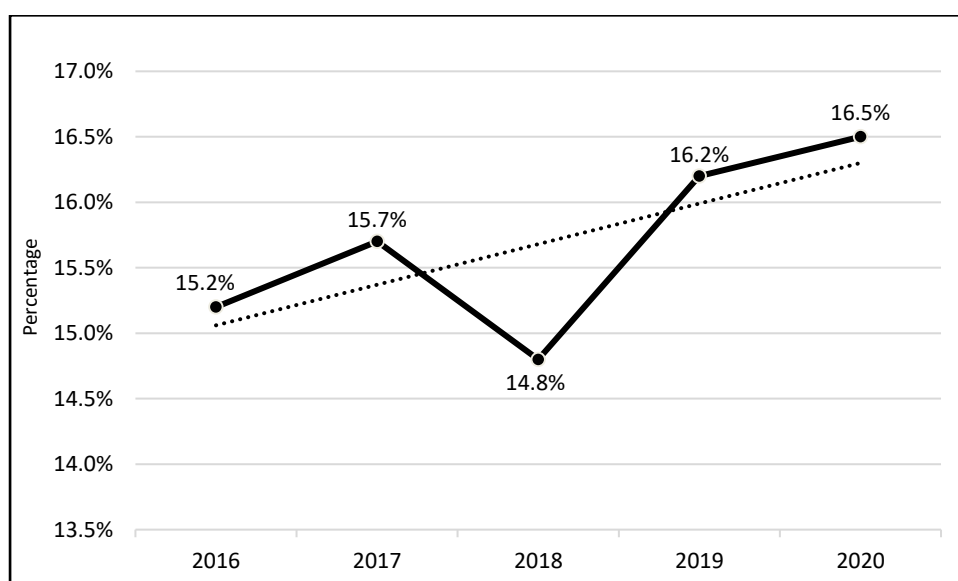
Of the 2017-2020 WESP's seven strategic outcomes, Outcome 1 looked at the provision of Welsh-medium places in Cardiff and added an extra target to the two set out in Bilingual Cardiff:

- 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.

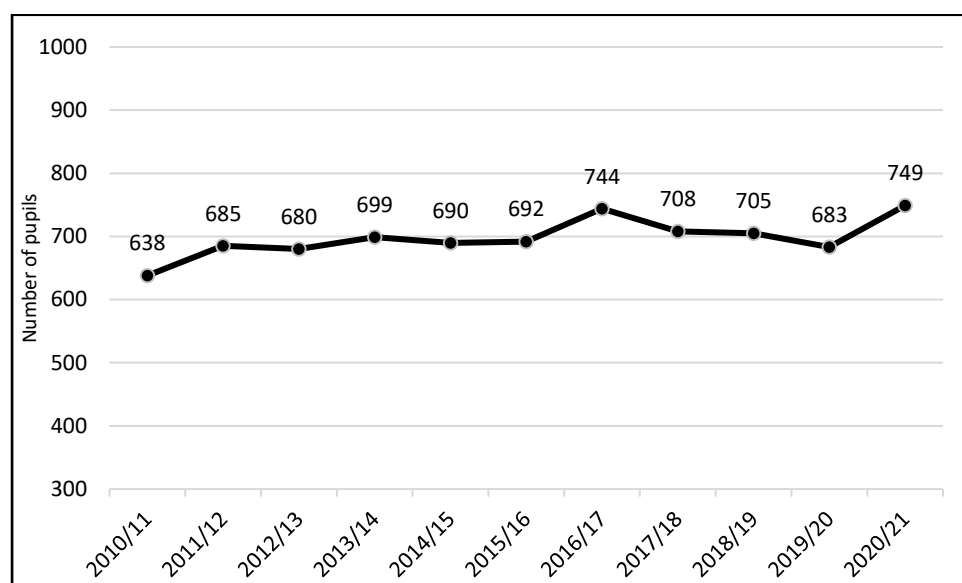
The NOR figures for January 2020 show that 16.5% of seven year olds in Cardiff were taught through the medium of Welsh. The percentage fluctuates between 2016 and 2020, with a drop in 2018, but the overall trend is a rise in seven year olds taught through the medium of Welsh.

**Figure 1: Percentage of seven year olds in Welsh-medium education**

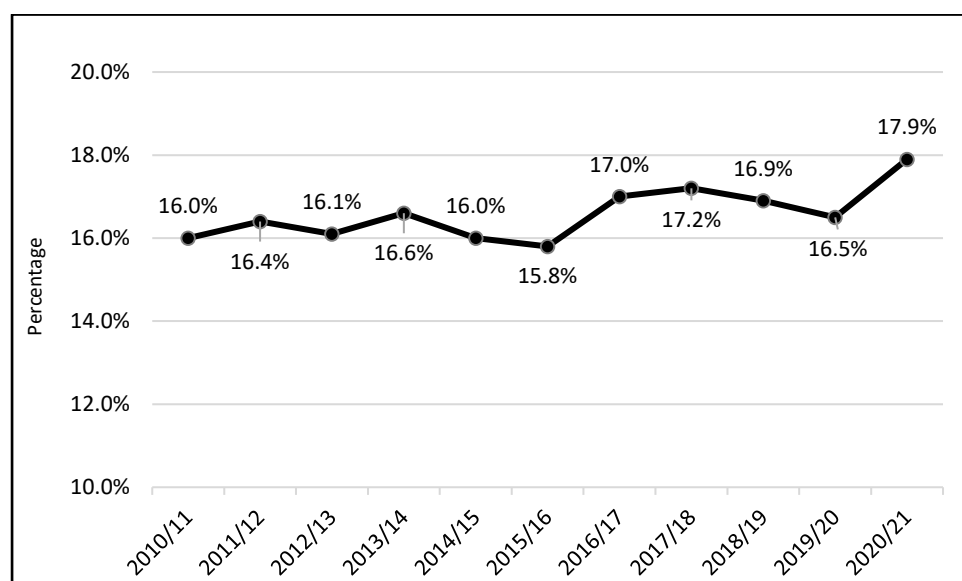


The number of Reception age children entering Welsh-medium education has fluctuated between 2010 and 2020, although the overall trend is a slow increase. However, this may be because of changes in the number of children in each cohort, and also changes in preference for Welsh-medium. Looking at the percentage 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

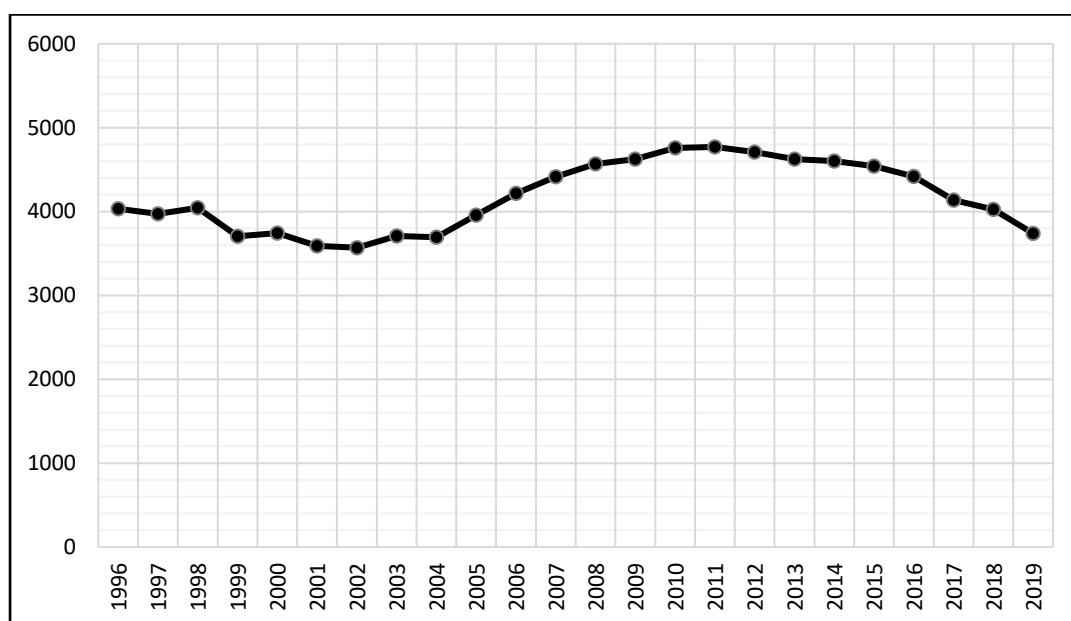
### Recent population cycle

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).

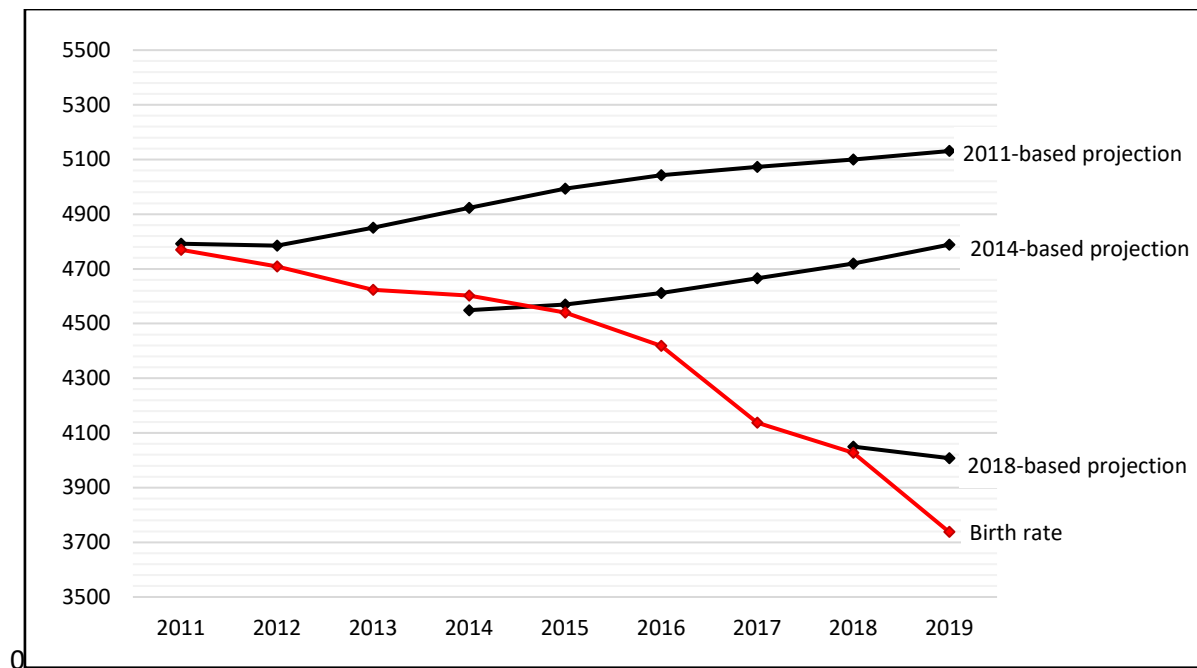
A period of growth followed until a peak of 4770 (159 FE) in 2011, an increase of over 33%. Births started to fall in 2012 and have been decreasing since. Following this pattern it is more likely that we will continue to see rises and falls in the birth rate rather than a more linear increase over time.

**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%
Total	158	100%

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%
Total	29,273	100%

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 1.8FE 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**

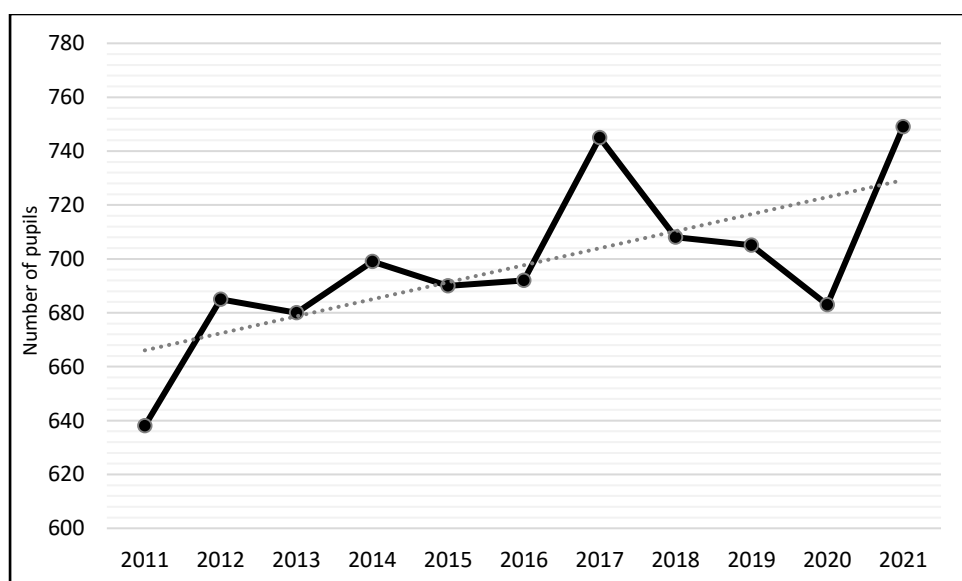


### Primary Schools – Recent numbers on roll and surplus places

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.

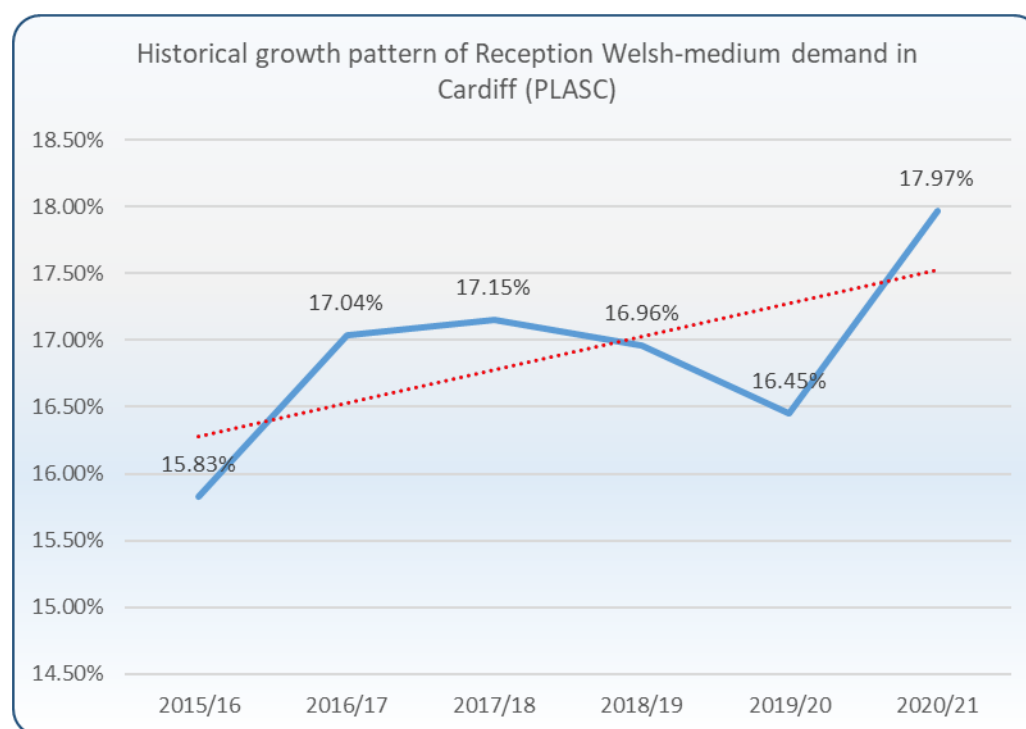
The overall increase has not been steady, with numbers rising in some years and falling in others, but the trend has been a rise in Welsh-medium pupil numbers over the ten year period.

**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.

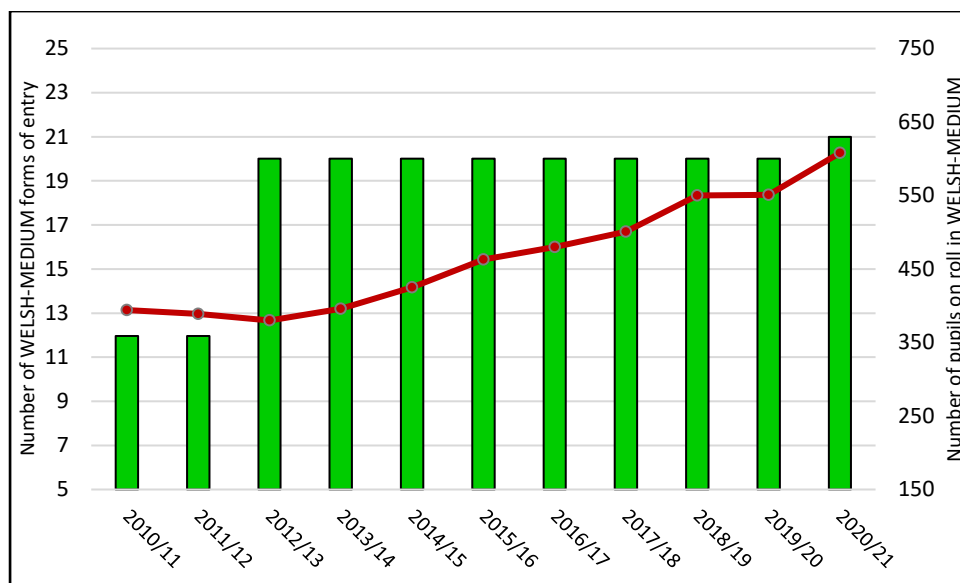
The latest NOR data from April 2021, in Table 6, shows that 15% of children on roll in mainstream secondary schools in Cardiff are in Welsh-medium education.

**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 Eder.

The level of surplus places reduced over an extended period following the establishment of Ysgol Gyfun Gymraeg Bro Eder in 2012, from 36.6%% surplus in 2012/13 to 8.3% by 2018/19. The respective growth of Bro Eder, 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 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%

## 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.

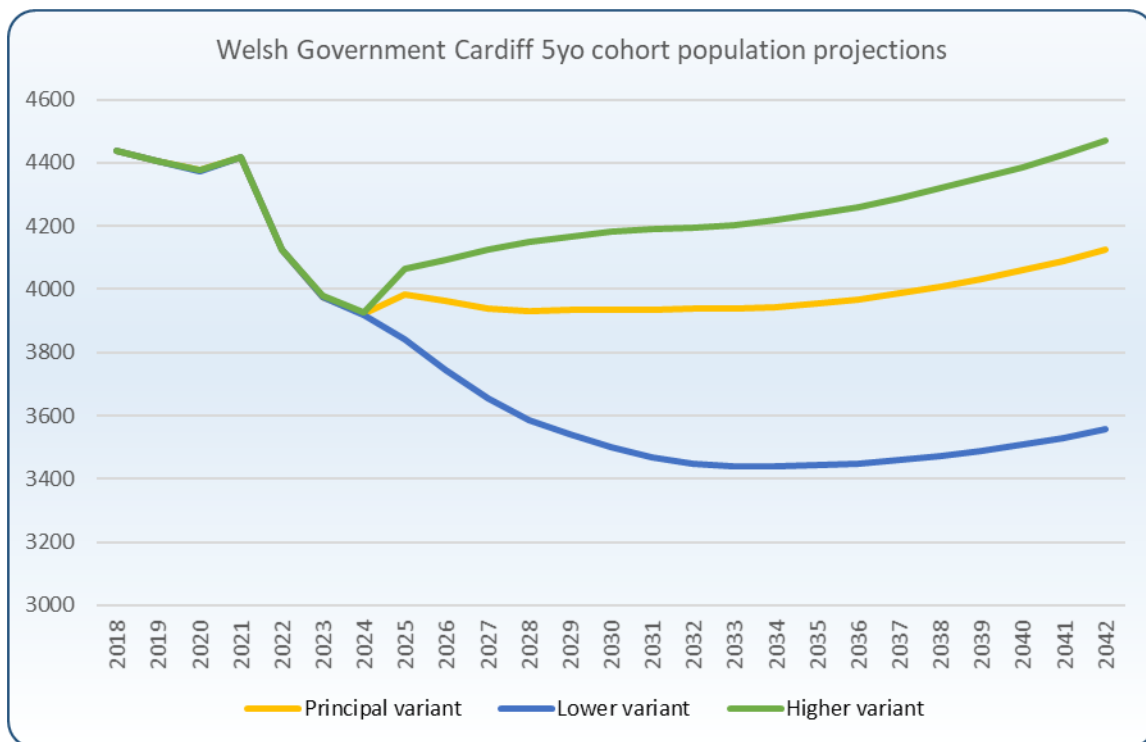
Three different variants were published in 2020: principal, high and low. These are based on assumptions about future fertility, mortality and migration. The principal is the main projection i.e. the best reflection of patterns in demographics. The high and low offer alternative future scenarios, taking 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**

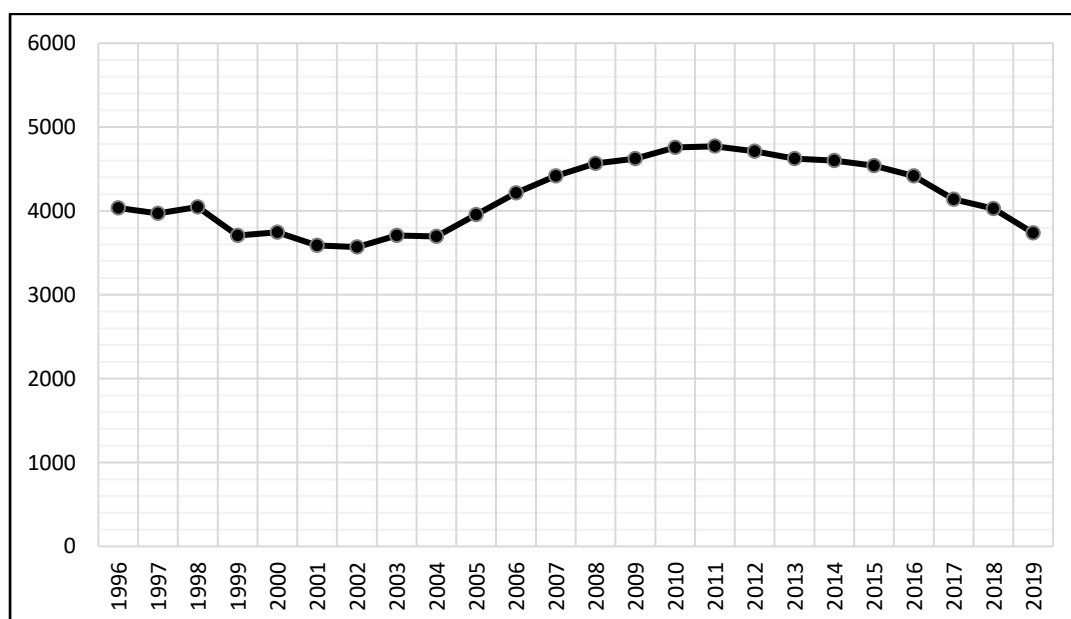
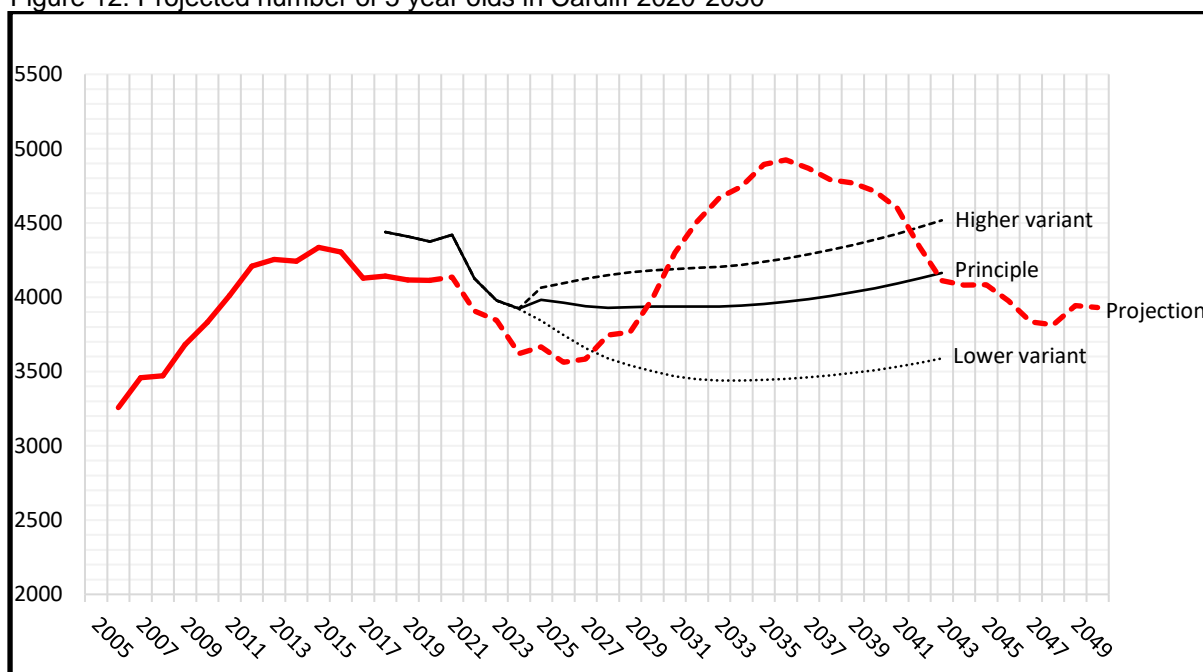


Figure 12 shows an alternative projection for the number of five years olds entering Reception up to 2050. This alternative trajectory repeats the past birth rates and numbers enrolled in schools and incorporates the projected gross yields year-on year from the strategic housing developments published 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.

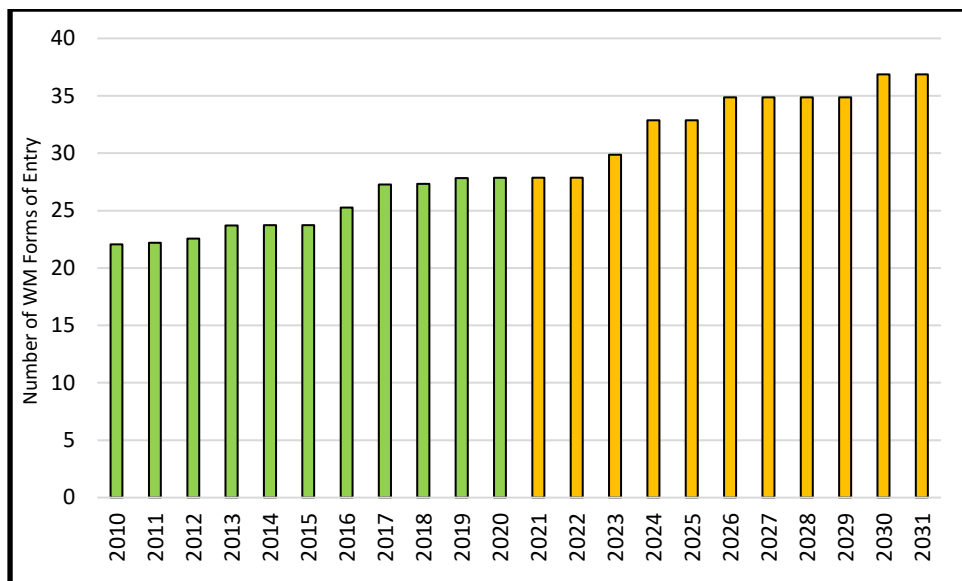
In the absence of developed proposals, the Council has modelled capacity changes based on new school provision being 50% Welsh-medium. The below table includes all capacity changes planned in the period 2021-2025 and the additional places in the period 2026-2031.

**Table 9: 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 10: 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 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

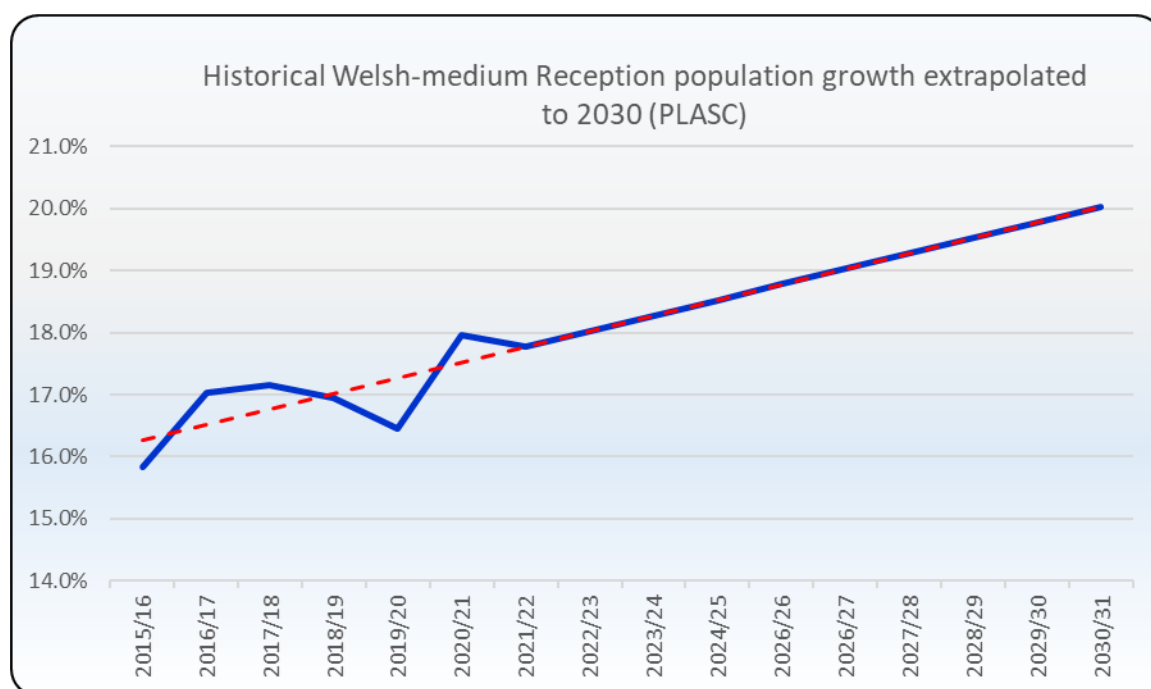
The Welsh Government population projections and the previous cyclical pattern of birth rates provide an indication of how the pupil numbers in schools might change over the next few decades.

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



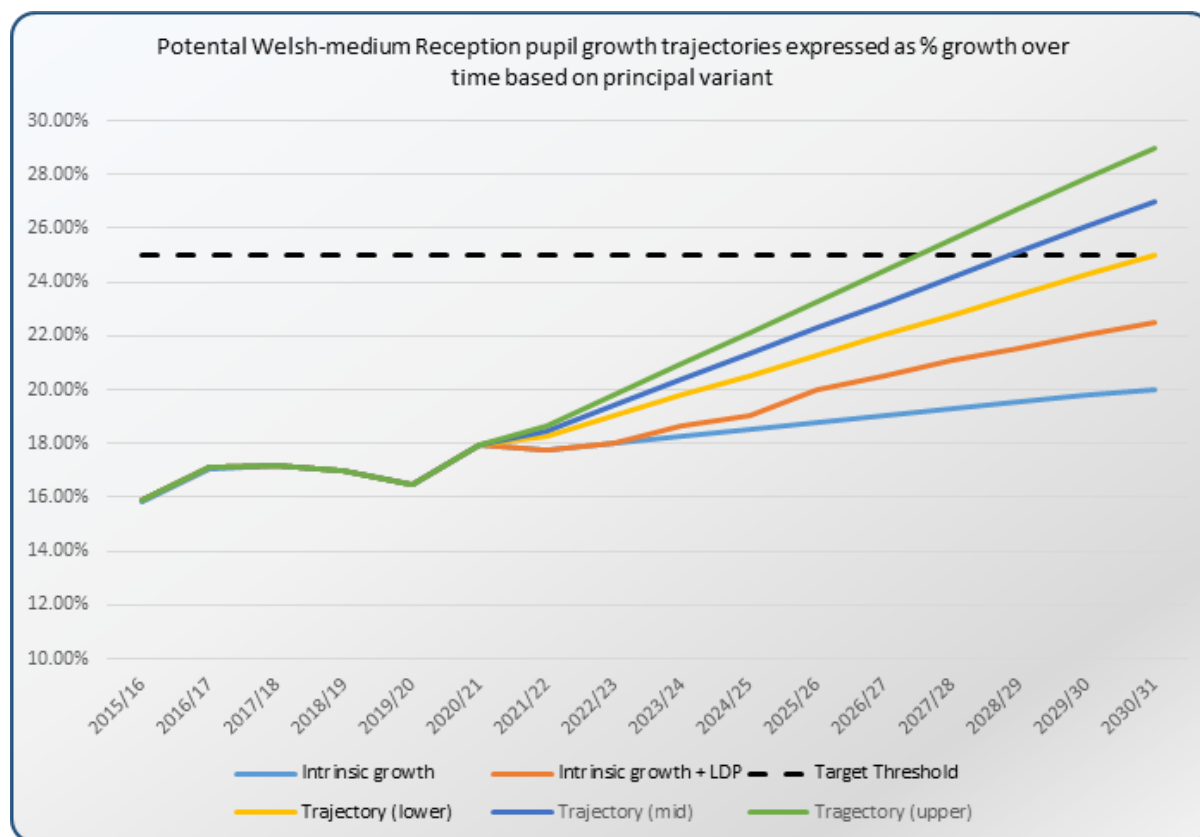
This projection relates to the recent growth pattern in established communities, which may differ to the development of the large strategic development housing sites as identified in the Local Development Plan. Projections do not capture any changes to patterns of behaviour that are not reflected in 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 pupils resident on the strategic sites taking up Welsh-medium provision.

Table 11 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.

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

## 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%.