

CABINET: THURSDAY, 2 APRIL 2015 at 3.30 PM

A Cabinet Meeting will be held in Room L at the City Hall on 2 April 2015 at 3.30 pm

A G E N D A

- 1 Minutes of the Cabinet meeting held on 2 April 2015 *(Pages 1 - 10)*
- 2 Response to the Report of the Economy & Culture Scrutiny Committee entitled 'Cardiff Central Market and Arcades' *(Pages 11 - 20)*
- 3 Cardiff Tourism Strategy and Action Plan *(Pages 21 - 48)*
- 4 Power To Local People White Paper *(Pages 49 - 82)*
- 5 City Deal Implications and Next steps *(Pages 83 - 108)*
- 6 Workforce Strategy *(Pages 109 - 140)*
- 7 Recycling and Waste Restriction Programme *(Pages 141 - 302)*
- 8 Contract Award in Relation to the Supported Living Provision for Adults With a Learning Disability *(Pages 303 - 324)*
- 9 Implementing Part 2 of the Housing Wales Act 2014 *(Pages 325 - 352)*
- 10 Restricting Access to Websites of Pay Day Lending Companies on Council Websites *(Pages 353 - 358)*

PAUL ORDERS
Chief Executive

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



MINUTES

CABINET MEETING: 19 MARCH 2015

Cabinet Members Present:	Councillor Phil Bale (Chair) Councillor Sue Lent Councillor Peter Bradbury Councillor Dan De'Ath Councillor Bob Derbyshire Councillor Susan Elsmore Councillor Graham Hinchey Councillor Ramesh Patel Councillor Julia Magill
Observers:	Councillor David Walker Councillor Judith Woodman (min 129-138) Councillor Eleanor Sanders
Officers:	Paul Orders, Chief Executive Marcia Sinfield, for Section 151 Officer Shaun Jamieson, County Solicitor Joanne Watkins, Cabinet Office

129 RESOLVED: that the minutes of the Cabinet meeting held on 19 February be agreed

130 CORPORATE PLAN 2015-17

The Cabinet considered the Corporate Plan for 2015-17. The plan was structured around four priorities - Education and skills for people of all ages, Supporting people in vulnerable situations, Sustainable economic development as the engine for growth and job and Working with people and partners to design, deliver and improve services. It was intended that this approach would emphasise the Council's priorities and make clear that in the current financial climate it was necessary to secure a strong focus on a small number of priorities where significant change is required.

RESOLVED: that

1. the Corporate Plan 2015-2017 be approved as set out in Appendix 1 to the report for consideration by Council on 26 March 2015;
2. Council be recommended to delegate authority to the Chief Executive in consultation with the Leader of the Council to make

any consequential amendments to the Corporate Plan following consideration by Council on 26 March 2015.

131 GREAT WESTERN CITIES

The Cabinet considered proposals for collaboration and joint working between the 'Great Western Cities' of Cardiff, Newport and Bristol following a statement of intent which had been launched in February 2015. Three priority areas had been identified as potential areas for collaboration including improve connectivity, renewable energy and international marketing.

RESOLVED: that authority be delegated to the Chief Executive, in consultation with the Leader of the Council, to develop a programme of joint activity with the Great Western Cities in the areas outlined in paragraph 9 of the report.

132 CARDIFF INTERNATIONAL SPORTS STADIUM

Appendix 2 is not for publication as it contains exempt information of the description in paragraph 16 of Part 4 of Schedule 12A of the Local Government Act 1972

A proposal to remove the Cardiff International Sports Stadium from the Council's wider procurement process for leisure facilities and lease the Stadium and grounds to Cardiff and Vale College, which would sub-let the sports facilities to the House of Sport Limited was considered. It was reported that the College, allied with the House of Sport, would invest in the facilities, add new ones and take a full repairing lease on the facilities and premises, with the exception of the track. Furthermore the agreement to issue a lease would be dependent upon the Council receiving a satisfactory final business plan from the College.

RESOLVED: that

- (a) on submission of a final, detailed and satisfactory business plan from Cardiff and Vale College the Cardiff International Sports Stadium be removed from the leisure management procurement process
- (b) authority be delegated to the Director of Sport, Leisure and Culture to negotiate the lease and any ancillary documentation to Cardiff and Vale College, in conjunction with the Cabinet Member for Community Development, Co-operatives and Social Enterprise, the Cabinet Member for Corporate Services and Performance and the Section 151 Officer
- (c) the arrangement between the Council and Cardiff and Vale College should be predicated on public access to the facilities being guaranteed for the future and the Council being able to monitor and influence its success.

133 COMMUNITY PROVISION IN CARDIFF EAST

Cabinet received a report detailing the outcome and evaluation of the public consultation on Community Provision in Cardiff East together with proposals for future service provision in the area. It was proposed that a Partnership Hub be established in the current Youth Centre building, the community's preferred alternative venue, which had the space to accommodate a range of activity. The existing library building would remain open until the partnership hub was established. Furthermore it was proposed that the St Mellons Hub be extended and the services available in the Llanrumney Hub be further developed.

RESOLVED: that

1. the approach to future service provision in the Cardiff East be agreed
2. the St Mellons Hub be extended and the services available in the Llanrumney Hub be further developed
3. the creation of a Community Partnership Hub be agreed and authority delegated to the Director of Communities, Housing & Customer Services in consultation with the Cabinet Member for Community Development, Co-operatives and Social Enterprise, to develop plans for the development of a Partnership Hub based in the Rumney Youth Centre building; including further consultation with the community on the services to be provided. The current library building will remain open until the Partnership Hub has been established and would then be sold on the open market. The proceeds from the sale would be reinvested in the new partnership Hub in Rumney.

134 2014-15 QUARTER 3 PERFORMANCE REPORT

The Cabinet received details of the Council's performance position in relation to the delivery of key commitments and priorities at the end of quarter 3 of the financial year 2014-15.

RESOLVED: that the current position regarding performance and the delivery of key commitments and priorities as at the end of Quarter 3 be noted

135 NON-DOMESTIC RATES - WRITE OFFS

Appendices A and B to this report are exempt from publication by virtue of paragraph 14 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972

The Cabinet considered a report requesting authorisation to write off debts amounting to £731,395.87. The report outlined action taken in respect of attempts to recover this debt.

RESOLVED: that the write off of debts amounting to £731,395.87 as outlined in Appendix A to the report be authorised

136 PAY POLICY 2015/16.

Paul Orders, Christine Salter, Shaun Jamieson were not present during consideration of this item

In accordance with the Localism Act 2011, the Cabinet considered the Pay Policy for 2015/16 prior to consideration at Council. The policy statement provided a framework to ensure that employees are rewarded fairly and objectively without discrimination.

RESOLVED: that

- 1) the attached Pay Policy Statement 2015/16 (Appendix 1) be approved for consideration by Council on 26 March 2015
- 2) In light of the issues outlined in paragraphs 7-10 of this report, Council be recommended to agree that the Authority's Pay Policy Statement will include the following paragraph:

14.2 The JNC for Chief Officers negotiates on national (UK) annual cost of living pay increases for this group, and any award of same is determined on this basis. Chief Officers employed under JNC terms and conditions are contractually entitled to any national JNC pay rises. This Council will therefore pay these nationally agreed pay awards as and when determined unless full Council decides otherwise.

- (3) Council be recommended to agree that the national pay award for JNC Chief Officer from 1st January 2015. The pay award is 2% for salaries below £99,999. There is no pay award for salaries above £100,000.

137 GLAMORGAN COUNTY CRICKET CLUB LOAN WRITE OFF AND RESTRUCTURING

Appendix 1 and 2 to this Report are not for publication as they contain exempt information of the Description in Paragraphs 14 and 21 of Schedule 12a to the Local Government Act 1972

Councillor Peter Bradbury declared a personal interest in this item and took no part in this decision.

Cabinet considered a proposal from Glamorgan County Cricket Club (GCCC) for a write-off and restructuring of sums due to the Council in respect of loans provided to improve the Club's ground infrastructure and to meet standards required for the staging of test matches. It was reported that the implications of not accepting the proposal were the likely insolvency of the Club or a change in legal status which could have

significant cost implications for the Club, reputational impact, loss of test or other major match status including impact on existing match awards. Independent financial advice had been sought and it was noted that the first creditor has agreed to the terms of the restructuring, subject to the Council also doing so, giving assurance the Council is acting in accordance with the Market Investor Principle.

RESOLVED: that

1. In line with the other main creditors, it be agreed to write-off circa 70% of the value of sums outstanding on loans made to Glamorgan County Cricket Club.
2. the heads of terms and revised terms for repayment of amounts outstanding be agreed, whilst acknowledging that there can be no absolute guarantee that income generated by the Club will enable it to repay the proposed restructured loan.
3. authority be delegated to the Corporate Director Resources to complete revised contractual terms with the club in consultation with County Solicitor and the Cabinet Member for Corporate Services and Performance..

138 CABINET RESPONSE TO REPORT OF THE: CHILDREN & YOUNG PEOPLE SCRUTINY COMMITTEE ENTITLED 'LOOKED AFTER CHILDREN'S TRANSITION TO INDEPENDENT LIVING'

The Cabinet received the response to the report of the Children & Young People's Scrutiny committee relating to 'Looked After Children's Transition to Independent Living'. It was reported that all recommendations had been accepted.

RESOLVED: that the responses set out in the appendix to the report in relation to the September 2014 report of the Task and Finish Group convened by the scrutiny committee to consider the needs of care leavers in Transition be agreed

139 SCHOOL ADMISSION ARRANGEMENTS 2016/2017

The Cabinet considered the School Admissions Arrangements Policy for 2016/2017. The policy had been subject to consultation with headteachers, governing bodies, diocesan directors, neighbouring local education authorities and other interested bodies.

RESOLVED: that it be noted the draft School Admissions Arrangements 2016/2017 have been determined and the Admission Policy 2016/17 be agreed

140 REALIGNMENT OF THE 21ST CENTURY SCHOOLS PROGRAMME

Appendices 2 & 3 are not for publication as they contain exempt information of the description in paragraph(s) 16 of Part 4 of

Schedule 12A of the Local Government Act 1972

A report detailing proposals for a realignment of the 21st Century Schools Programme was received. It was noted that capital expenditure had the potential to make an important contribution to creating high quality environments to support teaching and learning effectively. The realignment of the 2011 programme aimed to address the current levels of educational attainment at KS4 in the Southern arc; provide a sufficiency of primary places ensuring best value from the financial resources available and the to ensure that schools are assets that benefit their wider community.

RESOLVED: that

1. the realigned 21st Century Schools Programme be approved.
2. it be noted that the approval in principle of the realigned strategy by Welsh Government is required and the Director of Education and Lifelong Learning be authorised to seek to secure Welsh Government approval in principle for the realigned programme, including additional grant funding.
3. authority be delegated to the Director of Economic Development (in consultation with the Cabinet Members for Education & Skills and Corporate Services & Performance, the County Solicitor, and the Corporate Director for Resources) to negotiate and complete the purchase of land on the Hamadryad Peninsula for education purposes and to dispose of the land adjacent to County Hall.
4. authority be delegated to the Director of Education & Lifelong Learning (in consultation with the Cabinet Members for Education & Skills and Corporate Services & Performance, the County Solicitor, and the Corporate Director for Resources) to determine all aspects of the procurement process (including for the avoidance of doubt development of all procurement documentation and selection and award criteria, commencement of procurement through to award of contracts) for specific 21st Century Schools proposals in line with the realigned strategy once approved and the thresholds set out in paragraphs 78 to 80, save that in respect of the Eastern High School Project, the thresholds referred to above will be amended as set out in paragraph 81.

**141 SCHOOL TRANSPORT POLICY REVIEW PUPILS AGED 16 TO 19
FREE HOME TO SCHOOL TRANSPORT**

Appendix B to this report is not for publication under Schedule 12A Part 4 paragraphs 16 and 21 of the Local Government Act 1972 (as amended) in that it contains information in respect of which a claim to legal professional privilege could be maintained in legal proceedings and the public interest in maintaining the exemption outweighs the public interest in disclosing the information

The Cabinet considered a proposal to hold public consultation on the

phased withdrawal of the Council's Free Home to School Transport for post 16 pupils/students aged 16-19 (Passport to Travel Scheme) as a result of the significant shortfall in funding for the Scheme from the commencement of the 2016/2017 academic Year. It was reported that the full Education Maintenance Allowance ("EMA") provided pupils aged 16-19 with £30 per week, of which £10 was intended to cover transport costs and that therefore there was a risk at present that, when taken with the funding from the Passport to Travel Scheme, such pupils were being overcompensated in respect of their travel costs.

RESOLVED: that

- 1) consultation be undertaken on the proposal for the phased withdrawal of funding of Free Home to School Transport via the Councils Passport to Travel Scheme for post 16 pupils/students aged 16-19 with effect from the 2016/2017 Academic Year. Funding would continue for all pupils who started 6th Form or college courses prior to the 2016/2017 Academic Year providing they continue to qualify for the full EMA allowance, until the end of the academic year that they turn 19;
- 2) it be noted that further investigations which are intended to be undertaken alongside the consultation and the intention that the Director of Strategic Planning Highways Traffic & Transportation will return to Cabinet with a further report setting out the feedback from the consultation and the results of those investigations to enable the Cabinet to make a decision as to the approach which it wishes to adopt to address the future funding gap in the Cardiff Passport to Travel Scheme.

142 CARDIFF COUNCIL DESIGNATION AS SINGLE LICENSING AUTHORITY FOR POWERS CONTAINED IN PART 1 OF THE HOUSING (WALES) ACT 2014 – WELSH AGENT AND LANDLORD LICENSING SCHEME

It was reported that Cardiff Council had been formally consulted regarding it's designation as the Single Licensing Authority for Licensing Agents and Landlords in Wales and authorisation for this designation was sought from Cabinet. The designation would involve the Council delivering the scheme across 22 local authority areas in Wales.

RESOLVED: that

1. the implications of the Housing (Wales) Act 2014 ("the 2014 Act") as set out in the report and the proposal to designate The County Council of the City and County of Cardiff as the Single Licensing Authority for the purpose of Part 1 of the 2014 Act be noted
2. it be agreed that the Council carry out the arrangements set out in paragraph 6 of the report, to enable the Council to undertake its designated role as the Single Licensing Authority; and

3. authority be delegated to the Corporate Director with responsibility for Environment, in consultation with the Corporate Director Resources, the County Solicitor and the Cabinet Member (Environment), to negotiate and conclude a Memorandum of Understanding with all Welsh Local Authorities and to address those matters set out in paragraphs 6 and 16 of the report.
4. the Monitoring Officer be requested to recommend to Council any consequential to the Officer Scheme of Delegations.

143 HOME IMPROVEMENT LOANS

Approval was sought for amendments to the Private Sector Housing Policy to include new arrangements for awarding private sector Home Improvement Loans making use of Welsh Government repayable funding.

RESOLVED: that

1. Council be recommended to approve the amendments to the revised Private Sector Housing Policy including the proposals set out in this report to provide Home Improvement Loans to elderly owner occupiers and Houses into Homes Loans to the private rented sector to bring empty properties back into use.
2. Council be recommended to approve the use of Welsh Government repayable funding to meet the costs of these loans
3. Council be recommended to agree that authority be delegated to the Director of Communities, Housing and Customer Service to put in place the detailed arrangements relating to the Home Improvement Loan schemes and to make minor changes to the schemes as necessary to their ensure effective operation.

144 FAIRWATER COMMUNITY POLL

1. The Cabinet was advised of the results of the Fairwater Community Poll held on 5th March 2015. It was reported that in answer to the question “Do you want the Council to re-open the Waungron Road Recycling Centre?”, a ‘Yes’ vote was returned. Members were advised that the closure of Waungron Road Recycling Centre was agreed as part of the reduction of Household Waste Recycling Centres in the Budget for 2014/2015; and that no provision was made to allow the re-opening of the Centre in the 2015/16 Budget. The call to re-open Waungron Road Recycling Centre could not therefore be achieved within the approved budgetary framework.

RESOLVED: that

1. the results of the Fairwater Community Poll held on 5th March 2015 (Appendix A to the report) be noted; and

2. the matter be referred to full Council, with a recommendation that no further action should be taken in response to that Poll.

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2014

CABINET RESPONSE TO THE REPORT BY THE ECONOMY AND CULTURE SCRUTINY COMMITTEE ENTITLED “CARDIFF CENTRAL MARKET AND HISTORIC ARCADES”

**REPORT OF DIRECTOR OF ECONOMIC DEVELOPMENT
AGENDA ITEM: 2**

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT & PARTNERSHIPS)

Reason for this Report

1. To respond to a report published by the Economy and Culture Scrutiny Committee in October 2014 entitled “Cardiff Central Market and Historic Arcades”.

Background

2. As a part of the Economy and Culture Scrutiny Committee work programme for 2013/14, the Committee agreed to consider Cardiff Central Market and Historic Arcades. The scope of the scrutiny was to provide an overview of Cardiff Central Market and the historic arcades in the city centre, and builds upon the findings of the ‘Small Business’ Inquiry published in January 2014 and the ‘Higher Education Innovation in Cardiff’ short scrutiny published in November 2013. The Economy and Culture Scrutiny Committee recognised the important offer that the independent retailers and small businesses within the Historic Arcades and Central Market bring to the city centre shopping experience, and hope this report will support the growth of this sector.
3. The following issues were examined during this short scrutiny exercise:
 - Understanding the Council’s role in running and supporting Cardiff Central Market and the city’s historic Arcades
 - Understanding the importance of Cardiff Central Market and the Arcades to the local economy
 - Exploring options for the future of Cardiff Central Market
 - Reviewing good practice from other local authorities in their management and promotion of Markets and Arcades
 - Reviewing public opinion and awareness of Cardiff Central Market and Arcades
 - Understanding the views of market stall holders and arcade store owners.

- Understanding the implications of establishing a Business Improvement District proposed for Cardiff Council, and the impact this will have for Central Market and the Arcades.

Issues

4. The report recognised the important role that Cardiff Central Market and the historic arcades play in supporting the local economy.
5. The report made 26 key findings under the following ten headings: Cardiff Historic Arcades, Cardiff Central Market, Impact of City Centre Developments, Market Issues – Maintenance/Investment, Market Issues – Tenant Relations, Market Issues – Potential Improvements, Promotion and Signage, Arcade Relationships, Local Currency and Good Practice and previous Inquiries.
6. The report makes 17 recommendations, the majority of which have been fully or partially accepted. Full details of the recommendations and response are contained in Appendix A.

Reason for Recommendations

7. To enable the Cabinet to respond to the report published by the Economy and Culture Scrutiny Committee.

Financial Implications

8. Any relevant financial implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted. It should be noted that the financial position of the Council is challenging over the medium term and therefore any proposals which require additional resources would need to be considered within the overall financial position of the Council.

Legal Implications

9. Any relevant legal implications will be identified and considered as part of the work to progress the responses to the recommendations that are accepted.

RECOMMENDATION

Cabinet is recommended to agree to the response to the recommendations as set out in Appendix A.

NEIL HANRATTY

Director

27 March 2015

The following appendices are attached:

Appendix A: Cabinet Response to the Report by the Economy and Culture Scrutiny Committee into “Cardiff Central Market and Historic Arcades”

The following background papers have been taken into account

October 2014 report published by the Economy and Culture Scrutiny Committee entitled “Cardiff Central Market and Historic Arcades”.

Cabinet Response to the Report by the Economy and Culture Scrutiny Committee into “Cardiff Central Market and Historic Arcades”.

Cabinet welcomes the findings of the Economy and Culture Scrutiny report into Cardiff Central Market and the Historic Arcades. A response to each of the recommendations is set out below. It should be noted that the City of Cardiff Council will endeavour to put in place the recommendations below but will be restricted by budgetary and resource pressure. Subsequently the services provided will need to become more focussed and targeted on those areas that can have the greatest impact in terms of supporting Cardiff Central Market and the historic arcades.

R1. Ensures that the Council develops a vision for Cardiff Central Market, with appropriate improvement strategies and business plans in place to support the achievement of this vision, and puts in place appropriate management arrangements to drive and coordinate improvements. These improvements must be co-produced with involvement of market traders and respond to the demands of the public.

Response: This recommendation is accepted

A new vision is being developed with the market traders. We are also undertaking a review of how the market is managed which will consider all the recommendations of the Scrutiny Report and would put in place appropriate arrangements to drive continued improvement.

R2. Develops a performance framework for Cardiff Central Market management to report progress within the Market, and provides a performance report to Scrutiny on an annual basis.

Response: This recommendation is partially accepted

As noted above, we are undertaking a review of how we manage Cardiff Central Market which will consider all the recommendations of the Scrutiny Report. As part of the review of management arrangements we will also improve the branding, marketing and vision for the market through the development of a new website.

Our performance framework will also be improved through the changes that have taken place in the investment estate performance monitoring, including the introduction of fitness for purpose assessments for the investment estate. We will also continue to work with NAMBA (National Association of British Market Authorities).

R3. Continues to work towards a resolution of the ongoing dispute with tenants within Cardiff Central Market, reaching an agreement that will allow for the development of a collaborative vision for the future of the Market.

Response: This recommendation is accepted

We are currently working pro-actively with all tenants and their representative body, the CCMTA (Cardiff Central Market Traders Association) to resolve a number of historic disputes that have been ongoing for a considerable period of time. Significant progress in this respect has been made. It is essential these issues are positively resolved to enable us to develop a cogent sustainable vision for the future of the Market.

R4. Addresses the maintenance issues that exist within Cardiff Central Market, demonstrating that the Council recognises the importance of the building from a tourism and heritage perspective.

Response: This recommendation is partially accepted

We are currently working to address the maintenance issues that exist within the Market, but need to operate in consideration of the level of funding available. To that extent will we explore options to work with organisations with specialist expertise to look at how we can maximise the impact of the building from a heritage and tourism perspective.

R5. Ensures the Council opens dialogue with stall holders within Cardiff Central Market regarding the potential to alter opening hours and days of business for Cardiff Central Market, and explores opportunities to trial new working arrangements.

Response: This recommendation is accepted

We are working, through our market review, and discussions with stall holders to consider the viability of alternative opening hours.

R6. Ensures a review of the byelaws in place for Cardiff Central Market is undertaken, ensuring these byelaws provide flexibility for changes management may wish to make and

allow appropriate levels of fines for enforcement of market operating rules.

Response: This recommendation is partially accepted

Officers are working with the Council's legal team to look at how byelaws can be used to support the management of Cardiff Central Market. Initial advice, however, suggests that the use of Byelaws may be a costly and time consuming way of managing relevant aspects of Cardiff Central Market.

R7. Enforces the 'blue line' demarcation in a consistent manner throughout Cardiff Central Market, and reviews NABMA case studies to develop operational guidelines to address such encroachment.

Response: This recommendation is accepted

Measures have already been taken to ensure full enforcement of this provision.

R8. Supports the Love Your Local Market campaign and uses the opportunity to run events that celebrate Cardiff Central Market, independent traders and local traders.

Response: This recommendation is accepted

Officers have explored the potential to support the Love Your Local Market campaign, how this and other campaigns can be used to promote Cardiff Central Market and other traders including pop-up shops and meanwhile use operators. This provides an opportunity for market traders to work pro – actively with this Campaign and other events to fully exploit the potential.

R9. Explore the opportunity to arrange work experience placements with traders within Cardiff Central Market, with a view to encourage a new generation of independent traders and business owners, and explore the possibility of dedicating stalls to new traders or start-up businesses who want to gain retail experience.

Response: This recommendation is accepted

We will work with Market traders and schools to explore the development a programme of work experience opportunities in the Market which will look to support both the development of retail and customer relations skills for young people in Cardiff, as well as providing an opportunity for young people to experience and potentially explore future careers within the sector. We will

explore the possibility of providing dedicated 'incubation' stalls for a two year period for new traders or start-up businesses, however this will need to be done within any proposed new business model, and with the support of current market traders.

R10. Increases city centre wireless internet coverage to allow for free internet access within Cardiff Central Market.

Response: This recommendation is accepted

Free wireless has been installed as part of the Superconnected Cities project, and is now available for public use in Cardiff Central Market.

R11. Explores options to address the decline in footfall at the Castle end of the city centre. This should include reviewing the buses that stop on Castle Street (inbound), the location of pedestrian crossings and exploring options for reintroducing a limited number of buses along St Mary Street.

Response: This recommendation is partly accepted

We will review options to address declining footfall at the Castle end of the city centre, which may also include looking at how a Business Improvement District could support activities.

R12. Reviews the Council's current promotional activities for Cardiff Central Market and the historic arcades, particularly from a tourism point of view, and explores opportunities to promote the unique links to the history of the city that these destinations provide.

Response: This recommendation is accepted

We look to build this work as part of our Business Improvement District proposals that we have commissioned consultants to begin work on from the Spring of 2015 inwards. We will also look, through the new Tourism Strategy for Cardiff to build on the city's heritage assets to build a better offer for tourists.

R13. Explores the opportunity to promote individual historic arcades, independent stores, and Cardiff Central Market via the Council's social media outlets and the city centre big screens.

Response: This recommendation is accepted

As above, we look to build this work as part of our Business Improvement District proposals that we have commissioned consultants to begin work on from the Spring of 2015 onwards. We will also use the Visit Cardiff brand to promote individual historic arcades, independent stores, and Cardiff Central Market.

R14. Undertakes a review of Council maintained city centre way finders to ensure that the historic arcades and central market have equitable promotion.

Response: This recommendation is accepted

As above, we look to build this work as part of our Business Improvement District proposals. Furthermore we will also explore how smart city approaches can improve city wayfinding.

R15. Engages with the new owners of the Castle Quarter arcades, developing a relationship that will encourage the creation of a shared vision, and joint initiatives, for the Castle end of the city centre.

Response: This recommendation is accepted

Discussions are ongoing with the new arcade owners. As above, we will also look to build this work as part of our Business Improvement District proposals

R16. Is supportive in the development of a local currency in Cardiff and explores the requirements necessary for a local currency to be accepted in payment of business rates, Council tax and other services.

Response: This recommendation is partially accepted

The Council is aware of the potential opportunity of a loyalty based scheme for businesses in the city and will work with the Business Council to explore whether there is a suitable scheme that business in Cardiff could adopt. This involves looking at schemes such as the Bristol Pound, exploring the potential of loyalty schemes, the development of a time banking programme as well as looking to introduce a new 'Cardiff Card'.

R17. Explores parking options within the city centre that will encourage increased numbers of visitors to

***Cardiff Central Market or independent
retailers in the city centre.***

Response: This recommendation is not accepted

There is limited scope for us to increase on-street parking within the city centre, and our current view is that it is preferable for us to support more sustainable methods of transport.

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

CARDIFF TOURISM STRATEGY AND ACTION PLAN

REPORT OF DIRECTOR OF ECONOMIC DEVELOPMENT

AGENDA ITEM: 3

PORTFOLIO : LEADER (ECONOMIC DEVELOPMENT & PARTNERSHIPS)

Reason for this Report

1. To approve the Cardiff Tourism Strategy for Cardiff.
2. To approve an Action Plan for the Cardiff Tourism Strategy.

Background

3. A new Tourism Strategy has been developed for Cardiff to support the development of the sector in the city. The aim of the strategy is to increase the economic impact of Tourism in Cardiff and ensure that the city can compete with leading UK destinations, as well as developing as the gateway destination for Wales as a whole.
4. Tourism is a vital part of the Welsh and Cardiff economy. The visitor economy in South East Wales is worth some £2bn to the region, with 50% from day visitors, and supports 31,000 FTE direct and indirect jobs. Cardiff generates a 50% share of tourism revenue in the region and 25% of all tourism revenues in Wales, and as a result it is the leading Local Authority area in the Wales visitor economy.
5. In 2013 the visitor economy was worth £1.05bn to Cardiff's economy from 1.91m overnight trips and some 18m day visitors. Overnight tourists stayed for a total of 3.92m nights in the city and spending almost £400m. Tourism directly supports over 13,700 FTE jobs in the city.
6. Given the size of the sector, and the place based competition that exists between cities and other destinations it is important that Cardiff can get an understanding of its tourism offer, provide an analysis of its strengths and weaknesses, and outline how it can capitalise on opportunities and address threats to the sector through the development of a coherent Tourism Strategy.
7. The previous Tourism Strategy for Cardiff run until 2014, and a new strategy is required to provide direction to the development of the tourism sector. The new strategy must be prepared in the context of a changing

environment of the organisation of tourism in Wales and in the Cardiff city region.

Issues

8. Despite the picture of growth over the past ten years there are a number of major issues associated with the underlying structure and performance of the tourism industry in the city. A summary of key issues is give below.

From a MARKET perspective	From an INDUSTRY perspective
Low levels of awareness in UK and overseas	No brand or clear positioning - – this is now being addressed via the Cardiff City Region
Lack of marketing and promotion	Absence of strong and well resourced DMO (destination management and marketing organisation); fragmented and disjointed industry structure; lacks strong leadership; needs vision; confused roles and responsibilities
Demand driven by events – mostly sporting, few cultural events but no ‘signature event’ of international status capable of driving overnight stays	Events are stadium based and mostly sport, involve short stay and fosters image of a ‘party city’; ‘feast or famine’ economy
Have no reason to visit; seen as a ‘one night stand’; no reason to stay overnight; no strong differentiation; very reliant upon retail offer	Lack of icons and major attractors; city does not have an attraction of international standard; absence of innovation; over dependent on day visitors (relatively low spend); supports middle of the road product
Very limited direct air access to city	Absence of strong airport (NB European research shows optimum number of 60 direct flights to sustain conference and business tourism; collaboration with Bristol
Cost of Severn Crossing and congestion issues on M4	Competitive disadvantage
Limited choice of hotels (range and price); few hotels to meet emerging market needs	Over supply of budget hotels driving prices down
Very limited business tourism activity, especially conferences and meeting	Lack of conference centre and exhibition space / arena; absence of an alternative ‘offer’ at present
Distance between city centre and the Bay	City needs to be developed as a whole and as gateway to region
Lack of major attractions	Dominated by ‘free’ public attractions limits commercial operations, lack of investment in contemporary facilities (egg Contemporary Art Gallery, Science Centre, Aquarium, Maritime Heritage Museum, etc)
Absence of innovation, limited appeal, no stand out; far from being a must visit destination	Overly dependent upon the public sector; too many bodies getting in the way; needs private sector leadership; needs to be more dynamic.

9. The Tourism Strategy looks to address these issues by identifying actions as part of an Action Plan that will help to address:

- Reputation and reputation management
 - Capacity development
 - Product development
 - Special actions
10. The Action Plan has been informed by the work being undertaken by the Council to shape a vision for the future of the city and the master planning currently taking place to give spatial form to these ideas. This in turn has been influenced by the work of the Cardiff Capital Region working group, the Welsh Government's strategies for tourism and major events and the shared program of investment in infrastructure. As a result, the actions included complement and will support the longer term vision and development of the city and its region as a tourism destination.
11. The identified actions will, by 2020, look to achieve:
- A balanced year round profile of tourism activity especially the discretionary leisure:business ratio
 - An increased range, quality and diversity of hotels and hostels in the city centre and in the bay
 - A stronger cultural and urban adventure offer
 - At least three established signature events
 - More conferences and conventions suitable for the venues that exist in the city centre
 - A highly skilled and professional hospitality workforce
 - A strong destination management and marketing body within the Cardiff Business Council
 - Making the existing tourism assets work harder to deliver more impact, especially: Cardiff Castle, Dr Who, Millennium Stadium tours, National Museums, the new marketing suite for the Cardiff Business Council, local neighbourhoods and the assets of the wider region
 - A collection of unique signature Cardiff-based experiences and events / festivals
 - A strong, collaborative approach to marketing and co-branding / positioning
 - A new approach to research, monitoring and benchmarking.
12. The full Tourism Strategy and Action Plan is attached as Appendix A.

Reasons for Recommendations

13. To approve the Cardiff Tourism Strategy and Action Plan

Legal Implications

14. Tourism is relevant to the economic development of the administrative area and the approval of a strategy and action plan is designed to promote the economic well-being of the area pursuant to the powers of the Council under section 2 of the Local Government Act 2000.

15. The exercise of the well-being power must be exercised having due regard to the community strategy of the Council, being the “What Matters Strategy”. The strategy recognises the importance of economic progress of Cardiff as a key driver of economic growth of the South Wales region and the ability to put Wales on the international map by promoting the experience of people coming to Cardiff to be part of major sporting and cultural events.

Financial Implications

16. The financing of the Tourism Strategy will be based upon working within existing budgets and identifying new additional funding streams to support activities. This will include collaborating with partners including the private sector, and looking at alternative financial mechanisms.

RECOMMENDATIONS

The Cabinet is recommended to approve the Cardiff Tourism Strategy and Action Plan (Appendix A)

NEIL HANRATTY

DIRECTOR

27 March 2015

The following Appendix is attached

Appendix A: Cardiff Tourism Strategy and Action Plan

CARDIFF TOURISM STRATEGY AND ACTION PLAN: 2015 – 2020

CARDIFF TOURISM STRATEGY AND ACTION PLAN: 2015 – 2020

INCREASING COMPETITIVENESS THROUGH COLLABORATION

AIM

The development of a unique tourism and day visitor offer based upon innovative and especially curated experiences and high levels of service standards that reflect the great cultural, heritage and sporting strengths of Cardiff as the capital city of Wales.

This will allow tourism to make a significant contribution, in terms of economic value, enhanced profile and reputation, social and cultural benefits, to Cardiff becoming one of the most appealing cities in Europe as a place to live, invest, work, study and visit.

THE OBJECTIVES OF THIS PLAN

The **main objectives** of this plan are:

- Enhancing the appeal of the city for all visitors, but especially those discretionary tourists – both business and leisure - who will make Cardiff their destination of choice by greater differentiation in the offer, creating unique products and visitor experiences, encouraging longer stays (especially by working with the wider region) thus stimulating greater levels of visitor expenditure;
- Creating a fresh and innovative environment that will allow tourism investment and the hospitality and retail sectors to flourish by: having a sharper focus on key markets and sectors, reducing bureaucracy, speeding up decision making, greater levels of collaboration and establishing a streamlined approach to the organisation of tourism and its delivery;
- Delivering innovation and creativity in everything we do associated with tourism and the visitor economy.

As a result, the **key outcomes** by 2020 will be:

- (a) the doubling of the value of overnight tourism in commercial accommodation in the city and the wider city region by 2020 to c£800m;
- (b) growing the value of the day visitor economy by 50% by 2020 to c£1m;
- (c) achieving a set of agreed targets (relating to job creation, business development, attracting, retaining and nurturing talent and cultural diversity).

The **key targets** for 2020:

- Establishment of the DMMO and a new structure by March 2015
- Benchmarking Cardiff's performance against an international competitor set and, internally, in the context of (a) Wales and tourism in Wales and (b) the UK's Core Cities by Winter 2015.
- Agree MoUs with WG and other key stakeholders to deliver this action plan and program by Spring/Summer 2015
- Help secure £500m of new tourism investment for the city by 2020
- Increase the number of hotel and hostel bedrooms in 4 and 5 * properties by 1,500 by 2020
- Deliver service training courses for 1,000 persons by 2020
- Increase the number of new apprenticeships in tourism –related work by 50 per annum by 2017
- Deliver 15 number of participants on the Leadership Academy program per annum commencing 2015/16.
- Create 20 New VAT registered businesses in tourism per annum
- Creation of three signature events by 2018 working with the WG's Major Events Unit
- Creating a number of distinctive and unique Cardiff experiences based on an amalgam and fusion of heritage, culture and language
- Secure an enhanced profile of visitor perception of Cardiff as the capital city for Wales in conjunction with Visit Wales, the City-Region Partnership and others
- Becoming much more international in everything that happens and becoming part of regional, national and international networks.

CARDIFF – THE MOST IMPORTANT TOURISM DESTINATION IN WALES

Cardiff is the most important tourism and visitor destination in Wales in terms of reputation, profile and impact – especially for business and major event-led activity. It is the Capital City and if Cardiff does well in developing its profile, status and appeal as a destination then Wales as a whole benefits. Cardiff drives leisure, business and international tourism into Wales. The city contributes over 25% of all visitor generated expenditure in Wales and has a higher spend per head per visitor than anywhere else in Wales.

Cardiff is the hub for an accessible, fascinating and highly diverse city region, that includes: high quality coast and country side with easy access to the Brecon Beacons National Park, the Wye Valley AONB and the Vale of Glamorgan Heritage Coast; a diverse range of cultural and heritage sites; and, sources of quality local food and drink produce.

Developing a close relationship with the wider region, with Cardiff being both the hub and the gateway to this wider destination it will be possible to become more competitive, more appealing to emerging markets and result in increased length of stay, repeat visitation and, ultimately, greater economic benefits for the region. However, in order to successfully grow the value of tourism over the next five years there has to be energy, commitment and collective effort in order to meet the challenges of increased competition and the impacts of reducing public sector finance.

THE CHALLENGE AHEAD

The key to meeting the challenges ahead is developing a dynamic approach to tourism development, management and marketing that will allow Cardiff to achieve its full potential as a leading European capital city destination for leisure and business tourism by 2020. Realising the potential has been long coming. There have been several false dawns. But, there is now a commitment and a desire across the city to make this happen.

Now more than ever before there is a need for collaboration and partnership working between all stakeholders if tourism growth is to be secured. This means agreeing a fresh vision with a clear action plan defined and driven by the private sector that is fully supported by the public sector. It means ensuring that the current assets are managed to their full potential, such as the Millennium Stadium, the SWALEC Stadium, the Cardiff City Stadium as well as the WMC, the RWCMAD and other key venues across the city and the city region. It means 'not throwing out the baby with the bath water'. The city must remain a great venue for major sporting events and cultural events. These must continue to occupy the city's diary of visitor activity and will provide the corner stone of future success.

However, there does need to be a shift of emphasis. This will mean a significant shift in terms of branding, marketing and product development. It will need funding and investment over the five year period of the Plan.

It will require a collegiate approach amongst all stakeholders and it will demand strong leadership. This must embrace a close working relationship with Visit Wales (and with VW with Visit Britain) with the British Council, the Universities and others.

CONTEXT

Cardiff is the powerhouse of tourism within the wider city region. It has to lead the wider destination's tourism ambitions and competitive positioning. The city must continue to thrive as a destination of choice and further develop its leisure and, especially its business, tourism appeal.

At the same time it must **act as a hub and as a gateway** to the wider city region. Consequently, whilst the emphasis of this strategy HAS TO BE the city of Cardiff, the strategic plan must be relevant to the opportunities for growth in the Cardiff city region, and indeed, the broader context of the future of the Cardiff/Bristol Severnside conurbation.

Over the past 24 months there have been a number of strategic plans and studies produced for the City on aspects related to tourism and the visitor economy¹. There is a strong desire to avoid duplication of effort and resources and to build upon the body of research and knowledge work that already exists.

This will be supported by the Council's on-going commitment to the annual monitoring of visitor attitudes and behaviour in the city through annual surveys as well as the annual STEAM analysis that examines the volume and value of tourism to the City.

BACKGROUND

- In 2014 the tourism strategy for the city of Cardiff² became redundant and a new strategy is required to give direction to tourism development in Cardiff over the next 5 years;
- The Welsh Government has recently published its new strategy for tourism growth up to, and including, 2020³; this strategy prioritises the development of products, places and people;
- In March 2014, Welsh Government also announced that they would replace the existing Regional Tourism Partnerships (Capital Region Tourism), they will be replaced by stronger 'in-house' regional engagement;
- However, in January 2014, the existing regional tourism partnership for Cardiff and south east Wales published its new tourism strategy for the south east Wales 'Capital City Region'⁴;
- The Welsh Government has established a task force to develop the concept of the 'Cardiff City Region', a branding exercise is also about to be commissioned for the proposed city region; and, last year Welsh Government purchased Cardiff

¹ These include strategies about the new Enterprise Zone, Cardiff city centre and the arrival of the BBC, Cardiff's maritime heritage, contemporary art and design, visioning for Cardiff Bay as well as feasibility studies for a new arena and convention centres.

² "Capital Gains: The Tourism Strategy for Cardiff 2009 – 2014", produced by Blue Sail (May, 2009).

³ "Partnerships for Growth", Welsh Government, (October, 2013).

⁴ "South East Wales City Region Tourism Action Framework 2014 – 2020", RJSW Associates, (January, 2014).

Wales Airport in a strategic move designed to re-vitalise this important tourism and business asset;

- In October 2014 the City of Cardiff Council organised a Futures Conference and workshop to explore the vision for the city⁵;
- The 2020 vision for the city will see an enhanced and elevated role for tourism as a driver of the economy and as a fundamentally important aspect of shaping the image of the city;
- Over the past few years there have been a number of important and ground-breaking studies⁶ completed by the Council; these have all focused on determining those aspects of the city where there is particular scope to develop a unique tourism 'offer' and 'competitive positioning';
- The Council is now moving to the master planning phase for how many of these studies will be implemented over the next 10 years within the framework of the recently adopted 'Local Plan';
- International branding specialists, Heavenly, have also completed a review of the possible positioning for the city and Welsh Government has commissioned a branding study for the City Region⁷;
- Alongside these studies the Council has invested in a number of benchmarking studies to shed light on the tourism performance of the city⁸; these allow the city to undertake relevant comparative analysis with its competitor set;
- In 2013, the Council instigated a new approach to the engagement of the private sector through the establishment of the '*Cardiff Business Council*'; this group leads the strategic promotion, marketing and competitive positioning of the city;

The brief for this strategy is clear, it has to be:

- Ambitious, bold and realistic
- Dynamic and proactive
- Integrated with the wider economic, business development and cultural ambitions for the city and the city region
- Relevant to emerging markets
- Action focused AND results driven
- Innovative and creative

The Action Plan is the result of extensive literature, market and trend research, benchmarking and widespread consultations capped by three specific events together with feedback from a variety of stakeholders and the Council's Economy and Culture Scrutiny Committee:

- A key stakeholders forum / discussion
- A workshop with key organisations in the city
- An open workshop as part of the Cardiff Convention

⁵ Launch event to take place on 30th October, 2014.

⁶ For example: "A strategy for Contemporary Arts in the City" (2012), "A review of the Maritime heritage of the city" (2012), "A Vision for Cardiff Bay as a World Class Visitor Destination", (2013).

⁷ Being undertaken by the Cardiff and Amsterdam based studio: Smorgasbord.

⁸ Including for example: STEAM tourism statistics analysis and membership of the European Cities Marketing Group.

THE IMPORTANCE OF TOURISM

Tourism is a vibrant, dynamic, resilient growth sector in the global economy.

According to the World Bank (WB), The UN World Tourism Organisation (UNWTO) and The World Travel and Tourism Council (WTTC), tourism is the largest and fastest growing industry in the world today accounting for 9% of global GDP, employing 8% of the working population and accounting for over 1bn international arrivals around the world in 2013. The prospects for continued global growth in terms of international tourism arrivals are extremely positive over the next 10 years. The UNWTO is predicting that international tourism arrivals will increase to 1.6bn by 2020.

Over the past five years The European Travel Commission (ETC) has consistently reported growth of between 3% - 4% per annum across the EU28 countries and its latest *"Trends and Prospects"* report maintains this optimism over the medium to long term.⁹ Tourism is also a positive force for promoting positive images of the city, of supporting local businesses, of stimulating civic pride and helping to sustain services, events and facilities that are highly valued by the local community (arts centres, museums, transport services, restaurants, bars and markets). Tourism marketing and the tourist experience is fundamentally important for attracting inward investment as well as nurturing and retaining talent. Consequently, there has to be a much stronger and closer link between tourism and investment / business development activity. The Cardiff Business Council is the ideal vehicle to ensure that this happens mirrored by a further strengthening of the Council's Economic Development tourism team.

THE RISE OF CITY TOURISM

Within this optimistic picture, the UNWTO, the City Mayors.com, European Cities Marketing (ECM) and Tourism Intelligence International (TII) are all highlighting the fact that over the next twenty years it will be **CITY TOURISM** that will drive tourism growth.

"Cities will continue to lead the formidable European tourism industry as a result of their greater capacity of beds and demand (bednights) increasing at rates higher than elsewhere being driven by international tourist demand."

European Cities Marketing 2013¹⁰.

The UNWTO's latest report on *"City Tourism"* (2012), and the recently published TII report *"Cities on the Rise"* (2014), identifies a number of new drivers of demand fuelling this growth in city tourism. They include:

- The renaissance of the city;
- The dominance of young markets and those 'young of heart';
- The importance of business tourism (the MICE markets);
- New enlightenment – moving beyond experiences;
- World citizenship (sustainability, responsibility and diplomacy);
- The rise of new forms of urban sports and adventure tourism;
- The importance of signature festivals and events;
- The need for the local narratives – heritage, culture, language, products, etc;
- Innovation and creativity to deliver hybrid products and services;
- Designing the city with the visitor in mind.

⁹ *"European Tourism 2013 and 2014: Trends and Prospects"*, 2014, ETC.

¹⁰ *"The European Cities Marketing Benchmarking Report – 9th Edition"*, 2013, MODUL University Vienna for ECM.

CARDIFF – THE STRATEGY

(1) VOLUME AND VALUE

- The visitor economy in South East Wales (i.e. overnight and day visits) is worth some £2bn to the region, (50% from day visitors), supporting 31,000 FTE direct and indirect jobs and incidentally generating £237m in VAT for the UK Government;
- Cardiff generates some 50% share of tourism revenue in the region (as compared with 36% in 2007); and 25% of all tourism revenues in Wales as a result it is the leading LA area in the Wales visitor economy.
- 66% of all business tourism and 50% of all overseas tourism to Wales is generated in South East Wales – the majority of this in Cardiff
- In 2013 the visitor economy was worth £1.05bn to Cardiff's economy from 1.91m overnight trips and some 18m day visitors;
- Overnight tourists stayed for a total of 3.92m nights in the city and spending almost £400m;
- Tourism directly supports over 13,700 FTE jobs in the city;
- There are 4,875 hotel bedrooms in 57 establishments plus 4,600 bedrooms in other forms of accommodation;
- Hotels are reports high levels of occupancy in recent years (72.2% in 2013) and increasing RevPARs (revenues per available room) - £41.18 in 2013 compared to £39.24 in 2012.

(2) KEY ISSUES

Despite this picture of slow but sustained growth over the past ten years there are a number of major issues associated with the underlying structure and performance of the tourism industry in the city.

Table 1: KEY ISSUES ASSOCIATED WITH THE DEVELOPMENT OF TOURISM IN CARDIFF AND THE REGION

From a MARKET perspective	From an INDUSTRY perspective
Low levels of awareness in UK and overseas	No brand or clear positioning - – this is now being addressed via the Cardiff City Region
Lack of marketing and promotion	Absence of strong and well resourced DMO (destination management and marketing organisation); fragmented and disjointed industry structure; lacks strong leadership; needs vision; confused roles and responsibilities
Demand driven by events – mostly sporting, few cultural events but no 'signature event' of international status capable of driving overnight stays	Events are stadium based and mostly sport, involve short stay and fosters image of a 'party city'; 'feast or famine' economy
Have no reason to visit; seen as a 'one night stand'; no reason to stay overnight; no strong differentiation; very reliant upon retail offer	Lack of icons and major attractors; city does not have an attraction of international standard; absence of innovation; over dependent on day visitors (relatively low spend); supports middle of the road product
Very limited direct air access to city	Absence of strong airport (NB European research shows optimum number of 60 direct flights to sustain conference and business tourism; collaboration with Bristol)
Cost of Severn Crossing and congestion issues on M4	Competitive disadvantage
Limited choice of hotels (range and price); few hotels to meet emerging market needs	Over supply of budget hotels driving prices down
Very limited business tourism activity, especially conferences and meeting	Lack of conference centre and exhibition space / arena; absence of an alternative 'offer' at present
Distance between city centre and the Bay	City needs to be developed as a whole and as gateway to region
Lack of major attractions	Dominated by 'free' public attractions limits commercial operations, lack of investment in contemporary facilities (egg Contemporary Art Gallery, Science Centre, Aquarium, Maritime Heritage Museum, etc)
Absence of innovation, limited appeal, no stand out; far from being a must visit destination	Overly dependent upon the public sector; too many bodies getting in the way; needs private sector leadership; needs to be more dynamic.

(3) KEY OPPORTUNITIES

We need to get more discretionary tourist visits especially in terms of overnight guests using commercial accommodation and staying longer and spending more. There has to be a concerted effort to develop business tourism and year-round visits in both leisure and business markets. At the same time the day visitor markets must continue to be developed.

We cannot ignore the existing markets and the power of the city's reputation for hosting major sporting and entertainment events.

That means having a clearly differentiated offer, a commitment to raising the quality of service and standards as well as a consistent brand and communications / marketing plan aimed at key markets.

It means encouraging investing in the development of key products to meet their needs and aggressively branding and marketing the city accordingly.

Market trends associated with city leisure breaks and business tourism gives considerable optimism for the future if we can get this equation right.

Getting it right means addressing the three most important aspects of destination development:

- Reputation management
- Capacity building
- Product development

TABLE 2: KEY REQUIREMENTS FOR CARDIFF 2015 - 2020

DESTINATION DEVELOPMENT CRITERIA	OPPORTUNITIES
REPUTATION AND REPUTATION MANAGEMENT	<ul style="list-style-type: none"> • Working together to the same vision and agenda; • Development of ambitious brand and positioning as a capital city region for Wales (building upon NATO, international sporting events, diplomacy, universities, etc); • Establish strong, well-resourced, DMMO • Internationalisation and benchmarking
CAPACITY DEVELOPMENT	<ul style="list-style-type: none"> • Development of new generation of leaders • Invest in development of skills and expertise (international hotel school, learning journeys, etc.) • Stimulate cross discipline creativity and innovation in tourism sector
PRODUCT DEVELOPMENT	<ul style="list-style-type: none"> • Invest in market focused product development especially: accommodation, iconic attractors, music and food, maritime heritage, conferencing facilities • Develop signature events
SPECIAL ACTIONS	<ul style="list-style-type: none"> • Address air access • City region collaboration • Wider Severnside collaboration with Bristol • Create a 'pooled' investment fund

(4) SUMMARY OF THE CURRENT SITUATION

The UPS:

- Strong retail base
- High profile international sporting events
- Highly respected national arts and culture sector
- Good cultural and sporting infrastructure (facilities and teams)
- Accessible to all core domestic markets
- Fast improving restaurant sector
- Increasing investment in infrastructure
- Strong ethic of 'welcome' amongst city residents
- Growing reputation of the Universities and creative talent in the city
- Powerful and influential national institutions
- Significant reputational uplift with NATO
- High profile business and political activity in capital city
- Strong interest in potential international events including a Roald Dahl Festival (2016) alongside existing major events

The DOWNS:

- Over-reliance in stadium based events
- Dominated by day visitor markets
- Perception as 'party city' – over reliance on leisure visitors
- Feast or famine patterns of activity
- Piecemeal approach to growing business tourism
- Fragmented city visitor experience
- Absence of a strong focal point for tourism marketing and management
- Limited range and scale/capacity of commercial bedstock
- Need to enhance the professionalism of the hospitality industry
- Absence of a world class contemporary attractions
- Weak interpretation of the heritage of the city/region
- Absence of a signature international event(s)
- Weak brand and positioning
- Low level of political and diplomatic driven tourism
- Difficult times for public sector investment

THE APPROACH - WHAT NEEDS TO BE DONE?

These are tough economic times. Now as perhaps never before there is a need for a total integrated and collaborative approach to tourism development in Cardiff.... TEAM CARDIFF!!!! We have done it before to deliver a success story in terms of one off and annual events now we must deploy this approach on a year-round basis.

There must be more joined up activity inside the Council as well as amongst all stakeholders.

We are all in this together. The competition is not with each other but with the other 4,000 competently managed destinations across Europe, especially the 150 or so established city-break destinations. There must be a greater focus of collective effort on a more limited number of actions in order to make a difference.

It is about addressing the **three core elements of destination development:**

- 1. Reputation management;**
- 2. Capacity building;**
- 3. Product development.**

This action plan addresses each of these elements in a balanced, market, focused way.

'HOT CITIES ARE COOL' - THE IMPERATIVE FOR ACTION

There an urgent need to inject pace in the implementation of an agreed action plan to grow tourism in Cardiff over the next 5 years. Tourism is an important contributor to the city's economy and a major driver of the city's image and reputation.

The market demand for city tourism for both leisure and business is in growth across Europe. Markets are changing and it is becoming increasingly competitive. Every sector and business involved in tourism and hospitality in Cardiff must become more organised, more collaborative, more joined up and be prepared to operate in a collegiate way if the city and the wider region is succeed in becoming a leading capital city tourism destination in Europe. These conditions demand new, fresh, approaches to developing tourism.

There is a need to shift from far too many meetings and talking shops to a new focus on getting things done. Austerity must become the midwife of innovative and creative solutions, new forms of strategic partnerships and alliances and new ways of working.

This action plan reflects these needs.

AN ACTION PLAN WITH STRATEGIC DIRECTION

The action plan is being informed by the work being undertaken by the Council to shape a vision for the future of the city and the master planning currently taking place to give spatial form to these ideas.

This in turn is being influenced by the work of the Cardiff Capital Region working group, the Welsh Government's strategies for tourism and major events and the shared program of investment in infrastructure. As a result, the actions included in this plan complement and will support the longer term vision and development of the city and its region as a tourism destination.

LEADERSHIP AND COLLABORATION ARE ESSENTIAL

The successful delivery of this action plan will require:

- **Strong political and industry leadership** together with a well resourced, highly focused destination management and marketing organisation (DMMO);
- A level of collaboration and partnership working across all sectors and stakeholders founded upon a common vision, shared priorities and integrated approach **delivered with common trust and transparency**;
- **Clear roles and responsibilities** amongst all stakeholders and an effective organisational structure for the industry in the city that will make for efficient and unambiguous communications as well as creating ownership for the delivery of key projects.

At the heart of this collaborative effort must be a close working relationship between Visit Wales and the Cardiff DMMO.

There has to be synergies between product development priorities as well as the branding and positioning of Wales, the Capital City Region and that City.

The city and the Bay has to be at the heart of stimulating tourism growth for the wider city region with a CARDIFF PLUS approach. The City of Cardiff Council must ensure that it creates an environment that will stimulate investment, be a catalyst for innovative ideas and ensures that tourism is high on the Council's corporate agenda.

There has to prevail an approach that recognises that we are all in this together. Get it right and the community, the economy and everyone's business benefits.

Tourism makes a major and significant contribution to many other aspects of city and community development beyond jobs, economy and image creation. It stimulates civic pride, it supports facilities for culture and leisure, it assists the transport services.

Equally, a city that is a good place to live, work and study is also a great place to visit.

This means that tourism development and place-making should be assured a central role in the future of the Cardiff.

KEY MARKET TRENDS

City tourism is in growth. The UN World Tourism Organisation (UNWTO) predicts that city tourism (for leisure and business) will grow at a rate that is double that for rural and coastal tourism. All the market research is pointing to the renaissance of the city as a focal point for tourism. In most countries the UNWTO reports that it is city tourism that is driving a country's tourism economy.

City tourism is multifaceted and appeals to many different groups. However, city tourism markets are increasingly dominated by the under 35s... *the Millennials*.... And the over 55s... *the baby boomers*. This is the case for both leisure and business tourism. These are high spending, high yield, well travelled and increasingly discerning tourists....and, both of these core segments are willing to try new highly customised experiences by exploring all aspects and areas of the city.

As a capital city, Cardiff must work very closely with Visit Wales, to lead in the development of international tourism (both business and leisure). Visit Britain has just announced (24th December, 2014) its forward projections for tourism in 2015 and highlights an expected up lift in overseas tourism numbers, including the traditional international markets (North America, northern Europe and Ireland) as well as the fast emerging BRIC markets. In this context Cardiff's relationship with its twin cities and other networks needs to be fully exploited.

They are motivated by lifestyle trends and products:

- Contemporary culture – visual and performing arts
- Urban sports and adventure activity – beyond the stadium
- Unique highly personalised, curated, experiences
- Opportunities to discover the local – produce, stories, heritage, culture language and people

They expect:

- Great shopping
- Diversity and range of dining and drinking out venues
- A mixed and varied program of entertainment
- A constant program of interesting events
- Excellent service standards
- A city that welcomes visitors
- Choice of places to stay
- Ease of getting around the destination
- Safe, secure and clean
- Year round appeal

SO, BY BEING MARKET FOCUSED, ON TREND AND SUCCESSFUL IN DELIVERING OUR PLANS WHAT WILL BE WHAT WILL BE ACHIEVED BY 2020?

- A BALANCED YEAR ROUND PROFILE OF TOURISM ACTIVITY ESPECIALLY THE DISCRETIONARY LEISURE:BUSINESS RATIO
- AN INCREASED RANGE, QUALITY AND DIVERSITY OF HOTELS AND HOSTELS IN THE CITY CENTRE AND IN THE BAY
- A STRONGER CULTURAL and URBAN ADVENTURE OFFER
- AT LEAST THREE ESTABLISHED SIGNATURE EVENTS
- MORE CONFERENCES AND CONVENTIONS SUITABLE FOR THE VENUES THAT EXIST IN THE CITY CENTRE
- A HIGHLY SKILLED AND PROFESSIONAL HOSPITALITY WORKFORCE
- A STRONG DESTINATION MANAGEMENT AND MARKETING BODY WITHIN THE CARDIFF BUSINESS COUNCIL
- MAKING THE EXISTING TOURISM ASSETS WORK HARDER TO DELIVER MORE IMPACT, ESPECIALLY: CARDIFF CASTLE, DR WHO, MILLENNIUM STADIUM TOURS, NATIONAL MUSEUMS, THE NEW MARKETING SUITE FOR THE CBC, LOCAL NEIGHBOURHOODS AND THE ASSETS OF THE WIDER REGION
- A COLLECTION OF UNIQUE SIGNIATURE CARDIFF-BASED EXPERIENCES AND EVENTS / FESTIVALS
- A STRONG, COLLABORATIVE, CARDIFF +, CITY REGION + WALES APPROACH TO MARKETING AND CO-BRANDING / POSITIONING
- A NEW APPROACH TO RESEARCH, MONITORING AND BENCHMARKING

THE IMPACT OF THIS WILL MEAN

- DRIVING UP VALUE BY GENERATING INCREASED LEVELS OF SPENDING AMONGST ALL VISITORS THROUGHOUT THE VISITOR ECONOMY
- GROWING OVERNIGHT STAYS IN COMMERCIAL ACCOMMODATION: GREATER NUMBERS, LONGER STAYS, HIGHER VALUES, YIELDS AND RevPAR AND ENCOURAGING FURTHER INVESTMENT
- DEVELOPING A NUMBER OF SIGNATURE CARDIFF EVENTS THAT WILL ATTRACT OVERNIGHT STAYS
- DEVELOPING THE MICE MARKETS AROUND PARTICULAR THEMES THAT REFLECT THE STRENGTHS OF THE CITY, ITS COMPETITIVE POSITIONING AND ITS MARKET FOCUS
- CREATING MORE JOBS, BUSINESSES AND HELPING TO RETAIN AND NURTURE TALENT

TABLE 3: THE ACTION PLAN AND ITS DELIVERY

COMPONENT OF DESTINATION DEVELOPMENT	ACTION	LEAD + PARTNERS
REPUTATION MANAGEMENT	Establish leadership group and DMMO within CBC with supporting product and service clusters	CBC by March 2015
	Establish an agreed positioning and branding for Cardiff and the region with a detailed marketing plan	Council, Region and VW/WG by April 2015
	Implement new research program for monitoring and benchmarking	Council with VW and Cardiff Business School by March 2015
	Agree and implement a City and region guest card	Council and CBC with VW by June 2015
	Agreed program of collaborative marketing and cross selling to maximise the existing assets	Council to facilitate
	Create a series of Cardiff itineraries based on the city's Neighbourhoods and its themes to include: maritime heritage, art and architecture, local craft and design and shopping and promote the neighbourhoods of the City and links to the Wales Coast Path and SUSTRANS Routes	City centre management
	Establish a CARDIFF+ marketing campaign to promote Cardiff as a base to explore the wider region	CBC with the Capital City Region
	Fully develop a range of social media platforms and apps that exploit the 'digital and SMART' city ambitions	CCC and VW
	Develop a specific initiative to convert leisure travellers and visitors into potential business tourists, especially during RWC and the Six Nations	CCC

CAPACITY BUILDING	<p>Organise intense program to upgrade hospitality and service standards, bilingualism and knowledge across the city, including as a priority: taxi drivers, hotel and hospitality staff</p> <p>Establish a high level, young executive leadership academy with international partners (such as Cornell, IDEC, and William Clinton Leadership Institute in association with Belfast and Liverpool</p> <p>Establish a new engagement structure across the city and region based upon product groups</p>	<p>Council with Cardiff and Vale College, VW, WLC, People First, Chamber to commence June 2015</p> <p>CBC with the Council to lead in conjunction with Belfast and Liverpool coordinated by S&A</p> <p>CBC to be fully operational by Autumn 2015</p>
PRODUCT DEVELOPMENT	<p>Establish and manage City Hall as dedicated conference venue supported by the Mansion House and Castle providing a unique Cardiff offer and a complement to the new Convention Centre in Celtic Manor and a market taster for the proposed new Centre in Cardiff</p> <p>Create a Summer long program of music and events in Oval Basin</p> <p>Prepare an investment portfolio of sites and opportunities for hotel / hostel and other project development supported by research / info package</p> <p>Establish at least THREE signature Cardiff events and festivals that will generate bed nights and times of low occupancy. These to include: Roald Dahl, shopping and fashion festival, restaurant and food festival, sounds of the city (music, literature, language) festival and also strengthen the existing Cardiff Contemporary Arts event.</p> <p>Fully exploit the opportunity presented by (a)Rugby</p>	<p>Council + CBC by August 2015 for marketing starting July 2015 supported by dedicated MICE team</p> <p>Bay partnership with WMC and HA and others starting July 2015</p> <p>Council with CBC and WG</p> <p>CBC to facilitate task groups for each with events introduced on a phased basis over next three years. These must be fully linked to and integrated with the VW emerging thinking on 'themed years'.</p> <p>Council with VW to facilitate a team</p>

	<p>World Cup in 2015, (b) the 150th Anniversary of the sailing of the Mimosa to Patagonia in 2015, (c) The Roald Dahl Anniversary in 2016 and (d) The Volvo Round the World event in 2018 to develop a unique city wide festival of art and culture</p> <p>Opening of a Welsh Language and Cultural Centre in 2015</p> <p>Establish floating stage on the Bay</p> <p>Creation of a BUTE collection of properties across the region</p> <p>Developing urban sports adventure activities including: zip lines, mountain biking, BMX and skate boarding, cycling routes, Parkour, urban running, mass participation activities, geocaching, associated urban camping and festival sites</p> <p>Development of maritime heritage related activities including a three city program involving Liverpool and Belfast with Cardiff</p>	<p>approach with all partners: program for each of these events beginning with the Rugby World Cup to be agreed by end January 2015 and a program for the Roald Dahl Festival by Summer 2015 using brainstorming sessions</p> <p>Council with WG and local partners</p> <p>WMC with HA</p> <p>CCC with National Trust and Cadw</p> <p>CCC, White Water Centre, HA, VW, Sport Wales, local clubs, private sector</p> <p>Maritime Wales, MHT, CCC, other city councils, WG</p>
--	---	--

STRATEGIC AND TRANSFORMATIVE PROJECTS AND INVESTMENTS

The actions listed above give focus for the collective efforts over the next five years. It will be essential for the city to increase its activity and commitment to identifying, attracting and securing investment in further, major, capital projects to ensure that the destination remains competitive, differentiated and highly appealing over the next 10-15 years.

This means an unrelenting and aggressive approach to create an economic, cultural, planning and political environment that is good for growing tourism and attracting investment.

There are a number of strategic and, potentially transformative projects already under consideration: some have progressed to the feasibility and business planning stages of their development, others are at the concept stage. All have been borne out of careful research and analysis, of both need and demand, in a raft of studies commissioned over the past three years.

TABLE 4: THE STRATEGIC PROJECTS:

PROJECT	DESCRIPTION	STAGE OF DEVELOPMENT
International Arena	Large capacity, multi-purpose arena	Concept prepared and business case tested, site near city centre.
International convention centre	International standard conferencing and meetings centre	To be reviewed.
Creatures of the Bay	Major world class visitor attraction and cultural animation of the Bay area	Concept and feasibility study to be completed, business case prepared. Target Phase One completion 2018, Phase Two open by 2020.
The Science of the Seas and the World of Water incorporating a maritime heritage centre/museum	Major world class science attraction for the Bay area	Concept being prepared prior to business case
Contemporary	Major world class art gallery	Concept being prepared

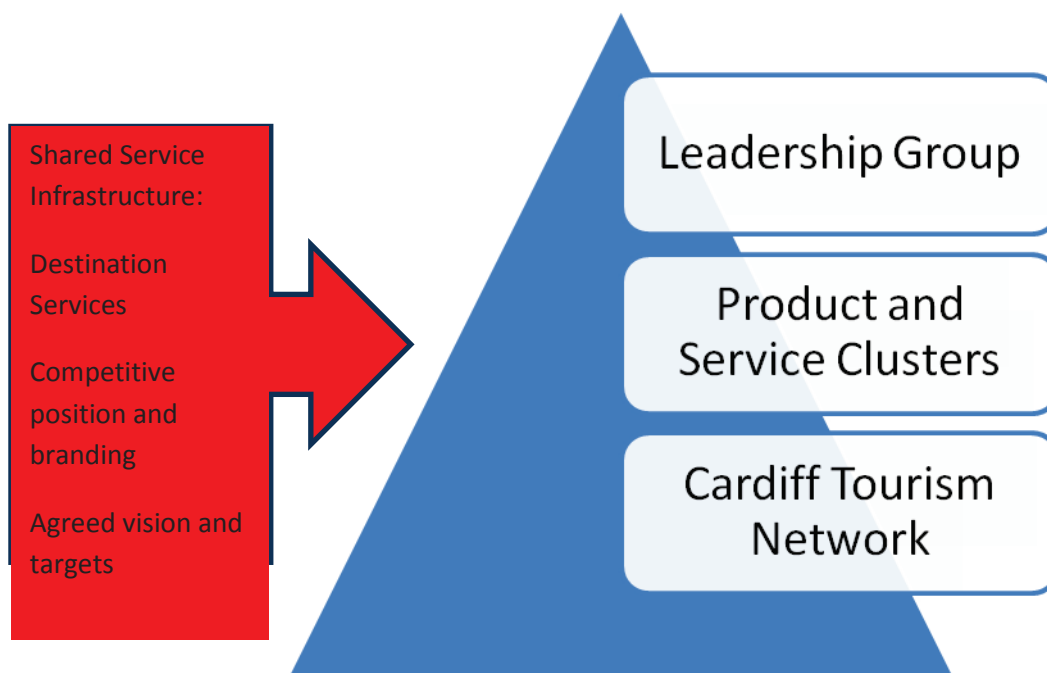
Art Gallery with associated outdoor sculpture park	for permanent and touring exhibits in Bay area	prior to business case
Welsh National History Museum (refurbishment)	Major investment at St Fagans	Funding secured, project designed, work commenced, opening in 2017/18
World of Sports Hall of Fame and Welsh Sporting Legends	Celebration of Welsh sporting legends and heroes and their global achievements	Concept proposal being prepared
Restoration of The Coal Exchange and regeneration of Mount Stuart Square	Potential hotel with restaurants, specialist retail and entertainment	Plans and discussions underway to secure investor and developer
Hotel and 'poshostel' development	Various locations	Review of existing planning permissions and design of new investment program
Chapter Arts Centre	£6m planned extension and modern art spaces	Plans announced and fund raising underway
A Brewery Attraction	New city centre attraction	S A Brains as potential partner
Viewing Platform or high level roof garden and view point	Opportunity for city centre and / or the Bay	Opportunities to be explored
Completion of the International Sports Village	Inject momentum for completion	Review and renew existing plans
Road Dahl festival and attraction	Work with RDFoundation, VW and others to create world class festival and potential for permanent attraction	Review

THE ORGANISATIONAL APPROACH

The delivery of these actions depends upon:

- A strong leadership group
- Strength of the mandate to deliver
- Collective and integrated efforts through a effective Cardiff tourism network AND core tourism and investment team approach within CCC
- Ownership of the actions through product and service clusters
- Common understanding of who does what
- Pooling of resources
- Political support at all levels
- Monitoring and evaluation by the leadership group
- Community involvement and support

A recommended organisational approach is described below.



The product and service clusters have to be self-regulating and based on current groupings where these exist and are deemed to be fit for purpose. They require a multi-interest and departmental approach ensuring innovation, creativity and integration at all times.

Service Clusters:

- Transport: Airport, Metro, Rail, Bus, Highways, Parking,
- Safety and Streetscene: Blue light services, public realm, environmental services, city 'dressing'
- Investment and Enterprise: Property, business, finance
- Training and Skills: FE, HE, Training providers, DWP, Sector Skills

Product Clusters

- Culture and Creative: Cadw, Castle, Cathedral(s), WMC, NMW, RWCMD, NOW, WNO, ACW, LW, NTW, Sherman, LUMEN, Artes Mundi, Ffoto Gallery, Cardiff Contemporary partners, Chapter, BBC, No Fit State Circus, Universities, Accommodation, etc
- Retail and Entertainment: St David's Two, Mermaid Quay, Arcades, Brains, Cinema chains, Hospitality, Mermaid Quay, ISV
- Business Tourism: Venues, Accommodation Providers, Universities and colleges, Airport,
- Sport: WRU, FAW, Cardiff Blues, Cardiff City, Harbour Authority, Sports Council, Cardiff Devils, Glamorgan Cricket, sports clubs, Accommodation etc
- Urban Adventure: Activity Providers, cycle hire, Rights of Way, Parks, Hostels, White Water Centre, Sport Wales, private sector
- Events and Festivals: Cardiff Contemporary, Artes Mundi, WRU, FAW, City Centre Management, Major Events Unit WG
- A RESIDENTS or COMMUNITY Forum

These clusters MUST BE ACTION FOCUSED and will be tasked with providing:

- Product development requirements
- Implementing key actions
- Campaign content
- Campaign delivery
- Events stimulation (public, corporate or association)
- Liaison with other clusters to deliver campaigns/ events
- Investment needs
- Every cluster must aim to develop products in association with at least one other cluster

The shared destination services are delivered by the City of Cardiff Council for and on behalf of all partners:

- Destination Manager (i.e. named individual)
- Secretariat and support for the Leadership Group
- Support services and coordination of the cluster groups
- What's On Listing and Forward Clash Diary for the City (Region)
- Visit Cardiff Website
- Major Event support unit
- Branding Toolkit
- Research Observatory

Leadership Group

This will be established as a destination management and marketing organisation (DMMO) within the Cardiff Business Council.

The group will be a Board with an independent Chair. It will consist of 8 other persons including: nominated representatives of each the FIVE service and product clusters together with: representatives of Cardiff Council's SMT, Visit Wales and Cardiff Capital Region Board.

The independent Chair should have strong leadership skills and be widely regarded as the 'Mr/ Ms Cardiff tourism' both internally and externally.

Tasked with:

- Being the acknowledged point of contact for all aspects of tourism in the city and the city region
- Working closely with Visit Wales
- Articulating and stewarding the brand 'narrative' and ensuring synergy between the city/city region brand and that for Wales
- Prioritising investment for tourism in the city and ensuring their alignment with the priority markets and brand proposition for Wales
- Signing off campaigns and action plans
- Setting headline targets (e.g. 'Double Overnight Tourism Value by 2020')
- Monitoring and Evaluation
- Developing the strategic vision for tourism
- Leading Cardiff TBID
- Identifying resourcing and financing of the programme
- Developing KPIs.

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

POWER TO LOCAL PEOPLE WHITE PAPER

REPORT OF THE CHIEF EXECUTIVE

AGENDA ITEM: 4

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT & PARTNERSHIP)

Reason for this Report

1. To consider the City of Cardiff Council's response to the 'Power to Local People' White Paper issued by the Welsh Government.

Background

2. In April 2013, the Welsh Government announced the establishment of the Commission on Public Service Governance and Delivery, chaired by Sir Paul Williams (also known as the 'Williams Commission'), to examine all aspects of governance and delivery in the devolved public sector in Wales. The Williams Commission published its report on 20 January 2014, which made 62 recommendations, including proposals for local government reorganisation in Wales through the merger of local authorities.
3. The Welsh Government published its response to the Williams Commission's recommendations, entitled 'Devolution, Democracy and Delivery – Improving Public Services for People in Wales', on 8 July 2014. This report included a summary of actions to be taken forward by the Welsh Government.
4. On the same date, the Welsh Government also published a White Paper, entitled 'Devolution, Democracy and Delivery – Reforming Local Government'. The White Paper set out proposals for local government in Wales in the 21st Century and focused mainly on future legislation to support the proposed merger of local authorities in Wales. The Council's response to this White Paper was approved by Cabinet on 9 October 2014.
5. The Welsh Government published a second White Paper, entitled 'Devolution, Democracy and Delivery – Reforming Local Government: Power to Local People', on 3 February 2015. The deadline for the submission of responses to the Welsh Government consultation on the White Paper is 28 April 2015.

Issues

6. The 'Power to Local People' White Paper addresses many of the previous recommendations of the Williams Commission and sets out proposals to improve the democratic leadership, diversity and governance of local authorities and to improve the performance of councils. It is supported by a detailed consultation survey, which is the Welsh Government's preferred method of response and includes specific questions on the following issues:

Chapter 2: Balancing the Responsibilities of National and Local Government

- Status of reformed Authorities (page 20)
- General power of competence (page 21)
- Deregulation and Contracting Out Act 1994 (page 22)
- Local Authority constitutions (pages 22-23)
- Legislative burdens and review of the body of Local Government legislation (page 23)

Chapter 3: Renewing Democracy

- Local Government elections (pages 25-26)
- The roles & responsibilities of Leaders, Cabinet Members and Elected Members (pages 26-30)
- Standards Committees (page 31)
- Diversity of Elected Members (pages 31-33)
- Remuneration of Elected Members (pages 33-34)
- Number of Elected Members (page 34)
- Restrictions on Elected Members and Electoral qualification (pages 34-36)
- Recall of Elected Members (page 35)
- The role and responsibilities of Chief Executives (pages 37-38)
- Term limits for Chief Executives (pages 38-39)
- Remuneration and appointment of senior officers (pages 39-42)

Chapter 4: Connecting with Communities

- Member-led Area Boards (pages 49-50)
- The reform of Community Councils (pages 50-54)

Chapter 5: Power to Local Communities

- Community participation (page 57)
- Property transfer and community ownership (pages 57-60)

Chapter 6: Corporate Governance and Improvement

- The Local Government (Wales) Measure 2009 (pages 63-64)
- Strengthening the role of Corporate Governance and Audit Committees (pages 64-65)
- Self-assessment and peer review (pages 65-66)
- Ministerial intervention (pages 66-67)

Chapter 7: Performance in Local Government

- Corporate planning (pages 69-71)
- Single information portal (pages 71-72)
- Minimum performance outcomes and financial penalties (page 72)
- Complaints (pages 73-74)

Chapter 8: Strengthening the Role of Review

- Strengthening internal scrutiny (pages 76-81)
- Democratic services (page 79)
- Encouraging public voice (pages 81-82)
- Regional scrutiny arrangements (page 82)
- Strengthening links between external scrutiny (pages 83-84)
- The external review framework (pages 84-85)

Chapter 9: Reforming Local Government Finance

- The Welsh Government's vision and the proposed phased approach (pages 88-90)
 - Balance of funding and flexibility (page 90)
 - General revenue funding – local taxation (pages 90-91)
 - General revenue funding – distribution (pages 91-92)
 - Financial governance and accounting arrangements (pages 94-95)
7. The White Paper was considered by the Council's Democratic Services Committee on 25 March 2015 and will be considered by the Policy Review and Performance Scrutiny Committee on 31 March 2015.

Reason for Recommendations

8. To approve the City of Cardiff Council's submission in response to the Welsh Government consultation on the 'Power to Local People' White Paper.

Financial Implications

9. The financial elements of this consultation are covered in the response set out in Appendix A. There are no direct financial implications arising from this report.

Legal Implications

10. The response which has been developed in respect of the proposals contained in the consultation and which is recommended for approval for submission reflects the legal implications of those proposals.

RECOMMENDATIONS

Cabinet is recommended to:

1. approve the submission (Appendix A) to the Welsh Government in response to the 'Power to Local People' White Paper; and

2. delegate authority to the Leader of the Council and Chief Executive to make any further amendments to the Council's response to the Welsh Government prior to submission by 28 April 2015.

PAUL ORDERS

Chief Executive

27 March 2015

The following appendix is attached:

Appendix A: Power to Local People White Paper – Consultation Response by the City of Cardiff Council (*to follow*)

The following background papers have been taken into account:

Report of the Commission on Public Service Governance and Delivery ('Williams Commission')

<http://wales.gov.uk/topics/improvingservices/public-service-governance-and-delivery/report/?lang=en>

Devolution, Democracy and Delivery – Improving Public Services for People in Wales

<http://wales.gov.uk/docs/dpsp/publications/140708-response-to-commission-en.pdf>

Devolution, Democracy and Delivery White Paper – Reforming Local Government: Power to Local People

<http://wales.gov.uk/docs/dsjlg/consultation/150203-power-to-local-people-full-en.pdf>

POWER TO LOCAL PEOPLE WHITE PAPER CITY OF CARDIFF COUNCIL DRAFT RESPONSE

Introduction

1. The City of Cardiff Council welcomes the ambition of the White Paper, and is supportive of a number of the principles put forward in the paper for renewing local democracy and reforming local public services.
2. The financial landscape for public service delivery has changed dramatically. The Council alone has had to make over £85m savings during the last three years. Over the next 3 years the figure will be around £120m, including around £41.1m in the next financial year.
3. This financial challenge is set to continue with the Council facing a long period of severe budget constraint at a time when the demand for many services will be outstripping the resources available to deliver them. This is particularly true in Cardiff, with the capital city of Wales projected to be the fastest growing major UK city¹ over the next 15 years. In this context it is becoming increasingly clear that conventional, top-down and silo-based service delivery models are struggling to deal with complex, cross-public sector issues.
4. The Council therefore agrees with the thrust of the White Paper that the way in which public services are delivered in Wales needs to change, with a greater emphasis on partnership working, engaging with citizens to design services and introduce new models of service delivery. The Council has put in place an Organisational Development Programme to manage this transition over the next 3 years. It is vital that any process of local government re-organisation does not distract or hinder this programme.
5. Similarly, the Council agrees with the focus in the White Paper on the need to improve the standard of services. The City of Cardiff Council has recognised that performance in key services has, for a number of years, been far from satisfactory and has put in place robust performance and improvement measures to tackle this underperformance. Whilst we are now turning services around, it is imperative that any improvement is not jeopardised by a focus on structural reform.

¹ Cardiff predicted to be the fastest growing major UK city in percentage terms.

6. The Council agrees with the need for greater diversity in local government, so that the Council chamber is reflective of the communities it serves. However, the Council believes that some of the proposals for reform in this area (set out in Chapter 3 of the White Paper) are overly prescriptive, and run counter to the principle of making decisions as closely as possible to local residents, which the White Paper explicitly supports. Indeed, the Council has concerns that some of the proposed changes will not lead to increased diversity or local democratic engagement, and would encourage the Welsh Government to look again at this issue. The Council would therefore welcome the opportunity to work with Welsh Government to identify appropriate community based activity to encourage and promote democratic engagement.
7. The Council believes that greater local power and responsibility is the best way to strengthen local democracy, giving people a stake in their own future, trusting them to make the right choices for where they live. The White Paper proposal to explicitly rule out further devolution of powers to local authorities until any structural reforms have been undertaken therefore runs contrary to the desire to renew and reinvigorate local democracy.
8. Furthermore, this has the potential to place Cardiff and the Cardiff Capital Region at a competitive disadvantage against other UK Core Cities that are being given greater freedom and flexibilities - in areas such as local business rate retention - to drive their city-regional economies.
9. The Council welcomes many of the principles and recommendations contained in the White Paper in relation to Corporate Planning, improvement and review, but would argue strongly that the proposals should be proportionate to risk.
10. Medium and long term planning can only be done effectively if it is aligned with financial planning. The Council therefore calls for multi-year budget settlements for Welsh local authorities to be introduced. To enable greater flexibility in responding to the unprecedented budgetary pressures local authorities face, the Council would also call for Welsh Government to follow the precedent set in England and Scotland and move rapidly to de-hypothecate all specific grants.
11. The Cabinet has made clear its commitment to Cardiff becoming a 'Co-operative Council,' including a commitment to openness and a greater involvement of citizens, communities and staff in decision making, service design and delivery.
12. The White Paper recognises that the Co-operative Council approach rests on a clear definition and articulation of authorities' public service values. The City of Cardiff Council has recently established a new set of organisational values which were developed through Employee Engagement Road Shows and a series of workshops with employee ambassadors, senior management team and the Council's Cabinet. These values have been communicated widely within the organisation and placed at the heart of the new Corporate Plan and Organisational Development Programme.

13. The repositioning of Cardiff as a Cooperative Council is also being guided and supported by a step change in engagement with local communities, most notably through the 'Cardiff Debate' and through the 'Stepping Up' approach to community delivery (Chapter 4 & 5). Much of this has been necessitated by the scale and pace of funding reductions experienced by local government.
14. Whilst being committed to the spirit and values of being a Co-operative Council, the Council recognises that new models of service delivery cannot always be built around enabling community bodies to manage services, or by creating co-operatives or mutuals. Local discretion and flexibility in designing, delivering and commissioning services in accordance with local need will be key in ensuring sustainable, high quality public services. Public Sector Partnerships must also play a key role in securing high quality public services.
15. Finally, and perhaps most importantly, the Council agrees with the view set out in the White Paper that the role of the Welsh Government is to set national strategic direction and it is for Local Government to set its local objectives, responsive to local need and subject to local accountability. While supportive of the principles outlined in the White Paper the Council is concerned that some of the proposals are overly prescriptive and run counter to the principle of local discretion and the goal of renewing local democracy.

Chapter 2: Balancing the Responsibilities of National and Local Government

The Roles of Central and Local Government

16. The Council welcomes the recognition in the White Paper that the role of the Welsh Government is to set strategic direction, define a limited number of national expectations and to put in place the policy and regulatory framework within which local government will set its local objectives and deliver local services that are responsive to local need and subject to local accountability.
17. The Council therefore welcomes the support for the principle of local action ('subsidiarity') that is emphasised in the White Paper. The Council agrees that local people want choice over local priorities, and so the national framework must be flexible enough to allow this to happen, and to recognise that in many cases what is right for Cardigan and Caernarfon will not be right for the capital city.
18. The Council similarly recognises that this principle of local action places the responsibility for service delivery firmly on the shoulders of local delivery organisations, and these organisations must be accountable if local services are found to be failing local people.
19. While supporting the principles the Council has concerns that some of the proposals (in particular relating to 'Chapter 3: Renewing Democracy' and Chapter 6, 7 and 8 on Performance and Improvement) in the White Paper run contrary to the principle of local discretion and local action ("subsidiarity"), and to the framework for Central and Local Government relations outlined in Chapter 2. Furthermore, the Council believes that the Welsh Government should go further in giving local authorities greater responsibilities and financial flexibilities. In particular, multi-year budget settlements must be brought in to allow for effective medium to long term planning.

Central / Local Relations

20. The City of Cardiff Council believes that the reform of local government and the improvement of public services at a time of radical public sector austerity will require a strong partnership between the Welsh Government and local government.
21. The WLGA should continue to act as a representative body to lead engagement and liaison between the Welsh Government and local government. Whilst, the WLGA is well placed to represent all Welsh Local Authorities on certain issues, the Council would note that is not necessarily best placed to represent a large urban authority and the capital city of Wales on other matters, not least relating to urban policy and city management. The Council also supports the reform of existing Partnership Council membership or the establishment of a specific new local government forum to debate matters relating to the proposed mergers, which would involve the Leaders of all councils which are subject to merger.

Working Together to Reform Public Services

22. The City of Cardiff Council agrees that public service providers need to work together and with providers from other services and the third sector, breaking down unnecessary barriers and breaking out of silos. In short, partnership working, with other public service and third sector organisations, and with citizens and communities must be central to how public services are reformed to meet the challenges they face.
23. The City of Cardiff Council has been at the forefront of regional working in South East Wales in areas such as regulatory services and regional waste, and so recognises the benefits of working together with neighbouring authorities. The Council recognises the value in the White Paper's proposals of moving towards regionalising back-office functions; however, given the focus over recent budget cycles on radically reducing in-house administrative costs, the Council would suggest that the potential level of further savings available in this area would need to be tested.

Powering the Welsh Economy

24. The Council agrees that the role of Local Government is of particular importance in the context of the Welsh Government's city regions approach, and welcomed the recognition in the White Paper that the 'core cities' – including Cardiff – are expected to be the main source of new jobs and growth in the UK over the coming decades. This is consistent with the policy position at UK and European level, which is equally clear that the 'city-region' or 'metropolitan' level is the most appropriate spatial level for approaching economic and spatial development issues (economic development, transport, housing, planning).
25. The Council therefore supports the shift from 'regional' policy to one which recognises and seeks to exploit the strength of the city as the driver of growth, whilst ensuring that the benefits of growth are felt across the city-region.
26. One of the major challenges in the implementation of this shift is that the administrative boundaries of cities and metropolitan areas no longer reflect the physical, social, economic, cultural or environmental reality.
27. It can be anticipated that this will still be the case following any mergers of councils in South East Wales. The Council therefore believes that there is a need for governance arrangements to reflect the city-region, and that these should be established in advance of and run in parallel to, any programme of local government re-organisation.
28. Evidence from international city-regions suggests that those city-regions with a greater level of discretion and freedom from central control - within a framework of strong, accountable governance - are those that are doing better. The evidence also suggests that contractual arrangements where responsibilities for results, sanctions and incentives are clear and agreed – but where local partners have freedom to determine the best way of delivering them – are better than national governments attempting to micro-

control local partners.² The UK is one of, if not the most, centralised developed states in the OECD according to recent reports. It is essential we learn from international evidence and allow greater local discretion.

29. The Council is therefore clear that the evidence and experience from UK and international city-regions points towards the need for city-regional governance in the Cardiff Capital Region that is Local Government-led, with the private sector and the Welsh Government playing important partnership roles.
30. On the nature of the governance arrangements lessons can be learnt from Cardiff's natural comparators, the UK Core Cities, where Combined Authorities have emerged as a proven model for city-regional delivery. The recent announcements of devolution of further powers and responsibilities to these Combined Authorities is a testament to their track record and to the robustness of this approach in the eyes of the UK Government.
31. The Council believes that the option of pursuing a Combined Authority approach should be available to Welsh local authorities, as it is in other Core Cities across the UK. The Council would therefore ask the Welsh Government to reconsider its decision to not enable the creation of Combined Authorities in Wales as stated in the White Paper. This is a rapidly evolving area, and needs to be underpinned by an evidence base.

Status of Reformed Authorities

32. The City of Cardiff Council supports the move towards consistency of titles for comparable local authorities across Wales. However, given the recognised importance of cities in driving economic growth, and the role that Cardiff as the capital city should play as a leading economic and cultural brand for Wales, the flexibility should exist for the 'City of Cardiff Council' name to be retained.
33. The City of Cardiff Council supports the approach of removing unnecessary constraints on the ability of local authorities to take appropriate actions to fulfil their role and/or to pursue improvements (whether they directly or indirectly benefit the public) including changes to services and/or reductions to the public cost of services.
34. The current framework within which authorities are expected to operate does not promote a balanced approach to risk. Uncertainty in the interpretation of legislative drafting, adverse judicial interpretation and often conflicting or equivocal guidance, means that risk levels hinder and prevent local government delivering innovative solutions to local problems. The lack of multi-year budgets is just one example of how the current framework hinders local authorities.
35. If a general power of competence is introduced then when considering whether to follow the example of the one introduced in England through the Localism Act the following points should be considered:

² State of the English Cities, Parkinson (ODPM, 2006)

- Until the Brent case the well-being powers were considered by government and local government as being wide powers. The Brent case emphasises the risk that the judiciary will always seek to interpret narrowly any legislation which imbues on local government a general power. Local authorities will therefore need to carefully consider plans when exploring new and innovative ways to deliver services, particularly those involving alternative service delivery models.
- It is arguable that it is unnecessary to impose any express restrictions on any such power. The usual public law principles, such as proportionality and rationality, will still apply to the use of the power in any event (see opinion of Tim Kerr QC on the general power of competence).
- If limitations or restrictions are nevertheless considered necessary then it should be recognised that they may create doubt and potential for conflicting interpretations. Therefore any such limitations need to be set out very precisely rather than generically.
- The suggestion above reflects the implied acknowledgement in the consultation that the body of local government law contains a vast expanse of statutes, statutory instruments and statutory guidance with layers of amendments, part revocations and additions often confounding intelligible meaning. That is the reason for suggesting codification. Failure to identify precisely the limitation contained in any earlier statute which is intended to limit the power of general competence has the potential to critically undermine the power.
- Is it necessary that powers to trade should be limited to being undertaken via another corporate vehicle? Some existing express powers do not have such a limitation – e.g. power to trade through the Local Authorities (Goods and Services) Act, surplus capacity for IT, theatres and leisure. Setting up companies can create additional complications such as the conflict with aims of efficiency when intending to use surplus capacity. In any event why limit it to such specific corporate vehicles when LLPs and other formats may be more appropriate?
- Any new power needs to be developed so it is consistent with and part of a coherent legislative framework. Consideration needs to be given therefore to the relationship with other legislation such as the Social Services and Well-being (Wales) Act 2014, the Well-being of Future Generations (Wales) Bill and other powers referring to well-being of the area (eg General Disposal Consent and powers to acquire land..
- It is important not to lose the additional power under section 9 of the Local Government Wales Measure 2009 which offered potential capability to do certain things in pursuit of continuous improvement. Had such power been available to Brent it would have permitted the Council to have relied on the aim of generating “savings” to set up the proposed joint insurance company.

36. The Act provides a useful mechanism to supplement the mechanisms under the 1972 and 2000 Acts relating to delegation and contracting out of powers
37. The Council supports a review being undertaken of the current provisions to identify whether more generic delegations could be applied to avoid the need to seek or rely upon Welsh Government to introduce additional specific orders.
38. A variety of models for delivering public services are being considered and developed across local government. It is inevitable that in the context of establishing arrangements for the delivery of services by such models, there will be an increasing need to consider whether the arrangements should include delegation of decision making and/or other functions. This is particularly the case with so called “Teckal” vehicles where the company will in any event be acting like a department of the public body.
39. Whilst currently a local authority can seek an order to be made by Welsh Government, the additional work and time involved in obtaining such an order obstructs more effective use of such arrangements
40. Any review should however ensure that the availability of such general powers do not undermine the principle of local democracy and accountability or the electorate’s trust in such matters. The fundamental principle which must be protected is that in the main, decisions affecting public services should not be made by third party organisations which are not directly accountable to the electorate. Consequently any changes must provide satisfactory assurance to the general public as to the sufficiency of the governance arrangements.

Local Authority Constitutions

41. The City of Cardiff Council believes that the purpose of the Council’s Constitution is first and foremost to set out the standing orders and rules relating to procedures, conduct, remuneration and role specifications relating to the governance, administration, finances, commercial and collaborative activities.
42. That said, the Council recognises that more could be done to explain clearly and simply to the public how the Council operates, so that citizens can more easily understand and engage with the decision making process. This would be in line with the Cabinet’s commitment to becoming a ‘co-operative council’ with an emphasis on becoming a more open, transparent and engaged organisation. There are a number of examples of co-operative council constitutions that have been reviewed in this manner, and it is felt these could be used as a starting point in providing an easier to understand public document.

Legislative burdens and review of Local Government Legislation

43. The body of local government legislation is vast and complex involving as it does legislation covering the 19th century and onwards (even without

considering some local acts which continue to apply). The Council therefore supports the principle of codifying and updating the legislation to take into account case law.

44. However, it will be necessary to consider the potential disadvantages of developing the legislative framework in a way which will increase apparent divergence between local government law in England and Wales, particularly if it becomes more difficult to compare respective positions. It may be appropriate therefore to seek to collaborate with others in codifying local government law.

Chapter 3: Renewing Democracy

45. The City of Cardiff Council agrees that healthy democracy depends on the public taking a vital interest in the work of their council and councillors. The Council therefore welcomes the aspiration to get more people involved in local politics, and particularly to ensure that the Council chamber reflects the views, and the make-up of local communities.
46. However, the Council would argue that some of the interventions put forward in the White Paper to increase engagement and diversity are potentially ineffective tools and may be overly prescriptive in nature. The Council would support any action to promote the work councillors undertake to support local democracy, helping bring greater visibility to the role and encouraging awareness amongst communities.
47. Furthermore, the Council believes that the overwhelming majority of councillors do a valuable job on behalf of their communities, and are trusted, hardworking and respected by their constituents. Whilst there is a recognised need to rapidly improve services in some areas, there are a number of examples of good performance. Evidence, particularly citizen satisfaction surveys with public services, supports this view and in Cardiff citizen satisfaction with Council services stood at 80.8% in 2014.

Local Government Elections

48. The Council is content with the current system of 4 years, but sees the merit of a 5 year cycle to align with UK and Welsh Government elections, providing a clearly defined polling day which would focus on local government. The Council believes that fixed term electoral cycles, of either 4 or 5 years, are needed to provide medium term stability and therefore sees little strength in the argument for phased elections as suggested in the White Paper.
49. Indeed, the Council would note that Birmingham City Council has been ordered to overhaul its election system in a bid to tackle "deep-rooted" issues. A report published last month by Sir Bob Kerslake on Birmingham Council, where a third of councillors are voted in each year, concluded the council's current election system had not helped "strategic decisions". Under the new approach, the entire council would be up for re-election every four years

Defining the Roles and Responsibilities of the Leader, Cabinet Members, Elected Members and Senior Officers

50. The Council is broadly supportive of the proposals put forward in the White Paper, with many of these already in place in Cardiff (objectives being set for Cabinet Members and Chief Executive; the appointment of Deputy Cabinet Members as a means for developing the next generation of Cabinet Members). However, the Council believes strongly that the level of detail and prescription put forward runs contrary to the principle of subsidiarity, and of the roles and responsibilities of each level of government, outlined earlier in the White Paper.

Furthermore, the Council would make the following points:

- The Council sees no need to reduce the maximum number of Cabinet Members (currently 10), particularly given the proposed move to establish fewer, larger authorities. A reduction would also be to the disadvantage of those local authorities with more services maintained in-house.
- The number and nature of Cabinet posts within these reformed authorities should be left to the discretion of each local authority.
- That the appointment of Deputy Cabinet members should be encouraged as a professional development opportunity; Deputy Cabinet Members should not be seen as a replacement for full time Cabinet Members.
- The ability for a local authority to control the appointment of its Chief Executive or of senior managers should remain a fundamental principle of local democratic choice.
- The Council also disagrees with the need for term limits for Chief Executives. The Council would however support the introduction of fixed term contracts, and would welcome further the exploration of a system of review and reappointment after 5 years as outlined in the White Paper.

Term Limits

51. The Council is opposed to the introduction of term limits of any kind: for Leader; Cabinet Members; Elected Members; or for Chief Executives. The Council believes that their introduction would be an anti-democratic step; and furthermore that their introduction in local government and not in other levels of Government would run counter to the principle of subsidiarity that the White Paper puts forward so powerfully.

Standards Committees and the Right of Recall

52. The Council supports the principle of enhanced powers for Standards Committees. However, the Council would suggest that care be taken over any unintended consequences. In particular, the criteria by which a Councillor may be judged as 'failing' in their duties must be set so as not to be open to abuse. The risk and cost to the Council of having the right of recall abused or exploited inappropriately is a concern, and provisions should be in place to guard against this.
53. The Council believes that in Welsh local government that the Code of Conduct for Elected Members of local authorities is fit for purpose.

Equality and Diversity

54. The Council supports the proposal for Leaders to have explicit duties in respect of diversity. Indeed such duties are already set out in the Code of Conduct for Members. It should be the discretion of each local authority whether the Leader should co-opt members to ensure a more diverse Cabinet.
55. The Council welcomes the Welsh Government's aspiration of increasing diversity so that councils more closely reflect the communities they serve. Much of this reflects the recent report of the Expert Group on Diversity in Local Government which made several recommendations for the Welsh

Government, Local Authorities, the Welsh Local Government Association, political parties and councillors themselves. The Council would however suggest that there are other, potentially more appropriate interventions to increase diversity, which are also included in report by the Expert Group on Local Government Diversity “On Balance.”

56. While recognising that there are undoubtedly additional barriers to overcome for women and people from ethnic minority groups to become councillors, Cardiff Council is only marginally under-represented in terms of ethnic minority representation. Similarly, 29 of 75 (39%) councillors in Cardiff are women, which - though the third highest proportion in Wales is lower than the Council would hope. In respect of age, 45% of Councillors in Cardiff are under the age of 54. Cardiff Council is therefore well positioned in terms of diversity, though it is recognised that much more must be done to ensure sustained progress and welcomes the White Paper’s focus on this area. It is further recognised that political parties should reflect on how they address this issue through candidate selection and support.
57. In terms of unintended consequences, it also possible that reduced remuneration for Councillors will negatively impact on the diversity of likely candidates, particularly those in careers which do not provide a level of flexibility to accommodate such a role.
58. The Council supports the requirement for each local authority to establish a Youth Council.

Remuneration and Number of Elected Members

59. The Council believes that reducing the remuneration of Councillors may prove to be a disincentive to engagement with local politics and attracting talented professional people into local government leadership positions. Furthermore, with the stated goals of creating fewer, larger Councils, any reduction in remuneration can be anticipated to coincide with an increase in responsibility.
60. Members allowances are already subject to annual review in Wales by the Independent Remuneration Panel (IRP). The Council believes that there seems to be little value of another review as suggested by the White Paper until any authorities are established.
61. The Council would also note that in terms of comparability, a backbench AM in Welsh Government receives £54,000 and a MP gets £67,060. Assembly members who are not re-elected are also entitled to a Resettlement grant to the value of one calendar month’s salary for each completed year of service subject to a maximum payment equal to six months’ salary.
62. Unelected chairs of LHBs also get a range between £69,840 on the top end to £59,760 for smaller boards for 15 days a month. In terms of the scale and breadth of responsibility, it could be argued that a Council Leader or Cabinet Member on a straightforward “job evaluation” basis carries much more responsibility than either a back bench AM or MP.

Number of Elected Members

63. The Council requests that a definitive view on council structures be reached before the question of councillor numbers can be answered.

Electoral Qualifications

64. The Council believes that serving members of Local Authorities should not be able to serve as Assembly Members and continue their position in the Local Authority. In relation to local government employees (other than those in restricted posts) being able to stand for election and only resign if elected, the Council is supportive.

Chapter 4: Connecting with Communities and Chapter 5: Power to Local Communities

New Approaches to Service Delivery

65. The City of Cardiff Council welcomes Welsh Government's understanding that *'rising pressures on public services and diminishing resources means in future Local Authorities may have to do less directly in some areas themselves'* and agrees that Councils should be *'agents of change in communities'*. The Council is therefore committed to being an activist Council that works with our communities to offer modern, accessible and high quality services in line with our values as a co-operative council.
66. The City of Cardiff Council recognises that it cannot simply do the things it has done in the past and has placed an enhanced focus on enabling and supporting communities to do more for themselves, and in some instances, to play an active role in service delivery. The Council recognises in doing so it will need to provide the leadership and expertise to empower and build resilience within communities and to promote co-operatives, mutual and social enterprises.
67. In Cardiff, the Council published a 'Stepping Up' Toolkit in October 2014 as a guide to help communities and groups who may be interested in delivering or managing services or assets. As part of the 'Stepping Up' work, a number of Introductory workshops have been held with the community to provide assistance and to also get a better understanding of the barriers which people face – a report of the workshops has been produced which highlights some of the key issues and can be found [here](#). Further 1-2-1 support sessions are being held and details can be found [here](#). It will be essential to support community groups with financial, legal and HR expertise and ensure effective transition arrangements for any transfer of services or assets are in place, as well as ensuring the rights of children and young people and Welsh language speakers, amongst others, are protected.
68. The resource implications of this will need to be factored in, and it is perhaps worth considering pan-Wales support, to ensure groups have effective financial management and governance in place.
69. That being said, innovative approaches to new models of service delivery will not always be built around enabling community bodies to manage services or by creating co-operatives or mutuals, and local discretion and flexibility will be key in ensuring sustainable, high quality public services.

Community Involvement

70. The Council is committed to co-operative values of fairness, openness and working together with partners and communities, and agrees with the principle of putting people at the heart of public services. Residents and communities should be included in decisions affecting them and in the various stages of preparing, designing and delivering services where possible. The Cardiff Debate has been an ongoing conversation with residents on the future of services, visiting each area of the city over the last 9 months, and it will continue. It will be the local mechanism to involve service users in the

commissioning and design of services, but it must be noted this has been a resource intensive and challenging exercise.

71. Through the introduction of the Stepping Up Toolkit and associated support specified above, the Council has been able to help a number of residents and community groups in taking the first steps towards taking on greater responsibility for assets or services. There is, whilst recognising the role of the Council in providing advice and support, a need to ensure that groups are in a suitable position to take on this responsibility.
72. The Council agrees strongly that Community Bodies should demonstrate all four of the competencies identified in the White Paper before they can take a more active role in service delivery or take over an asset. However, the process of assessment must not become overly bureaucratic and burdensome or it will have the dual effect of placing additional strain on local authorities and risks community groups disengaging.
73. The Council also welcomes the proposals for eligible community bodies to start the process of asset transfer. There are already instances where this is occurring in Cardiff, and the Council has adopted a responsive approach, responding positively and being as supportive as reasonably possible when requests are made.
74. As regards the right of first refusal on assets which are on the private market, in the first instance there would need to be a mechanism to independently determine what constitutes a community asset if this is in private ownership, and that would not be a straightforward process. Second, the Council would feel uncomfortable with any concept of interference with the private open market; if community bodies wish to express an interest they should do so through the process prescribed by the vendor for the sale of the property.
75. The focus also shouldn't be on the building but instead the service. There are sometimes opportunities for services to be delivered from a different building in a more integrated and sustainable way. It may be better for the Council to consider a commercial offer for an asset as long as the service can be provided elsewhere. It must also be noted that the financial pressures facing local authorities mean that sometimes it will necessitate assets being either transferred or sold, and the proposal to 'guarantee community bodies a certain amount of time in which to develop their plans' will need clarification to ensure it is viable. Asset transfer, from the Council's experience, can be a time consuming and difficult process and any support that could help expedite this process, both for Councils and community bodies, would be welcome.
76. That said, the Council agrees with the principle that communities should be offered sufficient opportunity to take over appropriate public assets, or alternatively be granted the option to obtain a licence to operate from an asset.

Area Boards and Community Partnership Working

77. With respect to the proposals to introduce Area Boards, Cardiff welcomes a move towards greater community governance of this nature, something that will become more important if there are fewer, larger Local Authorities. Local

Authorities, in partnership with local people and other public service partners, will be best placed to determine whether area boards should be established and if so, where these communities should be.

78. Cardiff has successfully delivered a Neighbourhood Partnership model which has played a key role in targeting multi-agency intervention and delivering the What Matters Single Integrated Plan. This is recognised in the White Paper, with Cardiff's approach cited as a case study. The Neighbourhood Partnerships have focussed on problem solving local issues and practical actions which can be undertaken by partners. There has also been significant success in aligning resources at a Neighbourhood level through the delivery of Programmes such as Flying Start, Communities First and Families First.
79. Moving from a Neighbourhood Partnership model to an Area Board model would likely place increased pressure on the resources which would be required to successfully support public meetings and the capacity of partners to attend and effectively contribute. Additional support would be needed to provide robust management and accountability of arrangements including legal, finance and committee service resource to provide advice and formal recording of decisions made. Work previously undertaken in Cardiff (2011) to look at the cost of resourcing formal Area Boards/Partnerships estimated this cost to be **£1m per year** in Bristol based on staffing and support arrangements.
80. It should be noted that there is also potentially an issue in relation to silos being created at a Neighbourhood level and there being a loss of economies of scale at a city-wide level if budgets were devolved for some services. This is something that would need to be explored further ahead of introducing new arrangements. In developing new Community Governance arrangements the Council would seek to ensure a strong focus on evidence-based community needs was maintained.

Chapter 6: Corporate Governance and Improvement

Managing Improvement: Self-Assessment, Peer Review & Corporate Assessment

81. The Council welcomes the broad principles laid out within the White Paper (below), and of an approach to managing improvement which combines self-improvement, peer-review and external review:
- *“Rapid and responsive: providing timely and relevant evidence to management and members.*
 - *Risk based: focused on where there are problems or weaknesses.*
 - *Trusted and respected: commanding the confidence of those who are subject to the arrangements and those who use the data.*
 - *Open and transparent: outcomes from the work must be frank, honest, clear and in plain language.*
 - *Consistent and mutually reinforcing: avoiding duplication and nugatory work.”*
82. There are, however, some real concerns that the approach put forward is not proportionate to risk, and in practice will be resource intensive, bureaucratic and complex.
83. Under current proposals, Local Authorities would face a significant number of assessments, potentially two or more a year.

Current Proposals

Year 1	Year 2	Year 3	Year 4	Year 5
Self-Assessment	Self-Assessment	Self-Assessment	Self-Assessment	Self-Assessment
Peer Review	WAO	Peer Review	WAO	Peer Review

84. The Council would suggest a more streamlined approach that maintains the rigour of the White Paper’s proposal but does not place the same intensive resource pressure on serving two major assessments (internal and external) every year. The Council proposes a rolling cycle of self-assessment undertaken every two years, interspersed with external assessment undertaken by independent peers and the Welsh Audit office, outlined below. This proposal would be accompanied by the publication of the annual report against the Corporate Plan.

Proposed arrangements

Year 1	Year 2	Year 3	Year 4	Year 5
Self-Assessment	Commissioned Peer Review	WAO	Self-Assessment	Commissioned Peer Review Or WAO review

85. The proposed approach would maintain the focus on governance and performance improvement with rigorous self-appraisal and critical external analysis without being subject to an overly prescriptive performance regime. The focus should then be on supporting authorities where failure or significant risk is recognised.
86. The Council would also make the following points in relation to the proposals contained in the White Paper for Managing Improvement:
- The Chief Executive should have the discretion to commission the peer-review, focusing on areas identified by the self-assessment and Wales Audit Office as requiring improvement.
 - Local Authorities should not be compelled to respond separately to Self-Assessment, Peer Review and WAO report as it will create a fragmented policy position that is ultimately unworkable. The 3 reviews should be mutually re-enforcing and inform the Corporate Plan.
 - The 3 assessments should be subject to consideration by the relevant scrutiny committee

Power to Intervene

87. The Council would agree that in some circumstances Ministers should intervene where a Local Authority is showing signs of failure, however only under extreme circumstances and as a last resort.
88. The Council also believes that commissioning an independent review would represent excessive oversight and be unnecessary given that the self-assessment, peer-review and independent audit would already constitute a balanced and comprehensive performance inspection regime. The Council believes that at a time of diminishing resources, Ministers should consider deploying additional resources to support local authorities in areas where they are considered to be failing, rather than allocate resources towards reviews. This would represent a more collaborative position, with intervention representing a last resort.

Role of Audit Committee

89. The Council agrees that the proportion of independent members sitting on a Local Authority's Audit Committee should be increased, with existing arrangements with regards to independent committee members in Cardiff already benefiting the Council. Even before the Local Government Measure, the Council had more than one independent member (currently 4).

Independent members bring a wealth of experience from a range of disciplines and helps ensure the Committee remains apolitical.

90. The Council also agrees that the chair of a Local Authority's Audit Committee should be an independent member, and would note that Cardiff's Audit Committee currently has an independent chair. The Council currently has 8 Councillors and 4 Independents on its Audit Committee and we would consider this 2:1 ratio to work well. The Council believe that Elected Members provide local knowledge and experience whilst independent members can offer an external perspective from a wide range of disciplines as well as experiences from other organisations and sectors. By way of example of the calibre of independent members that the role can attract, the Council currently have as independent Audit Committee members a former Permanent Secretary at the Welsh Office, a former Chief Executive of a large Welsh Authority, a Professor in Accountancy and an ex-Chief Constable.

Chapter 7: Performance in Local Government

91. The City of Cardiff Council agrees with the statement that '*Local Authorities should be required to produce a Corporate Plan*'.
92. The Corporate Plan has to translate political priorities into organisational objectives and it should set out the strategic direction of the organisation, rather than be an exhaustive list of everything the Council does. The proposals to include all stated categories (and within the proposed level of detail) will produce a comprehensive plan. However, whilst development of the Corporate Plan should take account of all of the proposed categories, in its proposed format the document risks being extremely resource intensive to develop, highly technical and will fail to engage with local residents. If the Corporate Plan is to be a document which engages the public, it needs to be concise, high level and focused on key priorities.
93. The Council would agree that the Corporate Plan should include detailed information on the short and medium term priorities of the organisation, as well as emphasising the Council's commitment to the local Well-being Plan. It should support the Well-being Plan, which is a long term plan focused on improving outcomes for residents, as opposed to outlining long term organisational goals. The Corporate Plan cannot be a long term document as Local Authorities are subject to election cycles and annual budgets.
94. Furthermore, there is a clear disconnection between the expectation in the White Paper that the Corporate Plan is a long term document and the absence of a commitment to move towards a longer term financial planning regime.
95. Crucially it is important that the Welsh Government recognise the distinction between area wide outcomes and organisational effectiveness. Achieving area wide outcomes is a collective and long term endeavour, whereas organisational effectiveness is measured by more immediate performance indicators. The lines between the two should not be blurred. The Corporate Plan must be about organisational effectiveness measured through performance information. It contributes to wider outcomes measured by broader "macro level" data.

Fewer, more meaningful measures

96. The City of Cardiff Council agrees in principle to the establishment of consistent data definitions and performance information. This should form part of a process of rationalising and aligning the many different sets of performance measures and the Council fully endorses a new approach to performance data that will start from the premise that 'we must collect fewer, more meaningful measures'. We suggest that local authorities should be fully engaged in the process of establishing these data sets.
97. Whilst this will allow for effective benchmarking at a Wales-wide level, it would be useful for these data definitions to mirror those used elsewhere where appropriate. If we are going to deliver excellent public services then we need to learn and compare ourselves to the best in the world – and the ability to benchmark with others on comparable performance data would be welcomed.

Having explored benchmarking with UK Core Cities we would emphasise that this is an exercise that requires resource, capacity and expertise.

Minimum Performance Outcomes

98. The Council is not opposed in principle to the setting of minimum performance outcomes or standards, if used appropriately. Mutually agreed minimum standards could provide Welsh Government with the certainty that national priorities are being delivered and provide a framework and flexibility for a substantial degree of local freedom.
99. If minimum standards are to be developed then there will be a need to take into account that all Local Authorities are unique in makeup and face local issues. A “one-size fits all approach” will not always be suitable and it must be taken into account that not all Local Authorities will start from the same place on certain issues.
100. Local Authorities would need to be involved in the development of minimum performance outcomes/standards and there should be absolute clarity over the process by which the Welsh Government will review performance against these.
101. In reviewing performance against minimum standards there should be a clear support process in place and only in exceptional circumstances Ministers should have the power to intervene. It should be noted that the City of Cardiff Council would emphasise that intervention is a more meaningful consequence than a fine. The reputational damage of an intervention far outweighs the potential financial cost and having a clear support process in place should enable improvement before an intervention becomes necessary. Again, the Council would emphasise that any intervention should be a measure of last resort and pursued only in the most extreme circumstance. Strong partnerships and collaboration for improvement represent a much more productive approach to driving up standards.
102. There would also need to be agreement on the measurement of minimum standards, and we would argue that they need to relate to organisational performance measured by performance indicators. The selected performance indicators must be making a contribution to wider outcomes, but local authorities should only be held accountable for what is within their gift to deliver.

Digital Councils

103. The City of Cardiff Council already makes extensive use of digital and social media channels, and is committed to building on this approach. The Council already has over 36,000 twitter followers, was ranked in the top 10 Councils for use of twitter in 2014³, and has the only website ranked as a 4-star site by SOCITM in Wales. Welsh Government could encourage greater use by providing support and expertise in respect to developing online processes,

coding, programming and engagement via social media – this will help address a skills gap.

104. Cardiff's status as a super connected city offering high-speed, high-quality seamless broadband is an important enabler of this agenda. Around 150 public buildings now offer free Wi-Fi across Cardiff including two traveller sites, homeless hostels and residential homes. Residents and visitors can also now access free Wi-Fi in the city centre and Cardiff Bay. Allowing and enabling high quality digital access for communities will help encourage digital engagement.

Complaints

105. The Council would like to emphasise that it already has both an online and paper based complaints process, and produces an annual complaints report. Local Authorities should be transparent and obliged to report on complaints made to all service areas and to provide information on how quickly complaints are responded to. The equivalent of the Council's Audit Committee is the best placed to consider reports on complaints.
106. In addition to the collection of data on complaints, the Council would support greater dissemination of complaints resolution. Lessons can be learned from examples such as the Financial Ombudsman Service, which produces a regular newsletter to industry to help share learning and reduce root cause of complaints.

Chapter 8: Strengthening the Role of Review

107. The Council fully endorses the need for strong review, particularly in relation to performance and improvement.
108. The Council agrees with the White Paper in that “the cost of scrutiny, audit and inspection should be proportionate” which is why the Council has suggested the revised approach to self-assessment, peer-review and external audit which captures the benefits of the White Paper proposals but reduces the potentially substantial requirements of the White Paper proposals.
109. Equally, the principal of strengthening scrutiny and widening participation is welcomed, but this should be balanced with the recognition that such arrangements are resource intensive. The Council would urge Welsh Government to make further resources immediately available to facilitate the accelerated roll out of webcasts of scrutiny and other council business in advance of any of the requirements placed through legislation.
110. Cardiff Council agrees with the need to better coordinate external regulators, notably the WAO, CSSIW and Estyn. The principle of the proposed ‘whole system assessment’ of authorities jointly undertaken by the main regulatory bodies is much welcomed.

Strengthening Democratic Services

111. The Council agrees that the requirement preventing the Monitoring Officer from also being the Head of Democratic Services be removed.
112. The Council is supportive of the introduction of a system of key decisions, and that only key decisions should be subject to pre-decision scrutiny and call-in. This would support effective Cabinet Forward Planning, and thus also support Scrutiny’s ability to plan effectively. If introduced, a statutory notice period of 28 days, as in England, would be an appropriate period for publication of key decisions.
113. The Council agrees that the Scrutiny Committees should be required to publish their scrutiny plans. In terms of Scrutiny Committees being required to establish short, medium and long term scrutiny plans we would note that Scrutiny Committees already publish short term (monthly) and medium term (annual forward plans), based on the Corporate Plan and What Matters strategy. Anything beyond this would be unworkable in terms of forward planning.
114. In relation to the use of external expertise, Cardiff’s five Committees already regularly invite third sector, academic and professional stakeholders as witnesses to meetings and inquiries.

Local Public Accounts Committees

115. Until the Designated Person’s Order is placed by Welsh Government, local scrutiny committees have no power to compel health, police and other

strategic partners to appear before them, or take their recommendations into account.

Giving Communities a Voice in Scrutiny

116. Cardiff has a track record of working with a number of third sector partners and stakeholders from professional and community bodies. While seeing Cardiff's Neighbourhood Partnership Areas as valid methods of engaging with people on a local geographical basis, it would seem counter-productive to restrict calls for evidence to these bodies. Scrutiny has regularly received over 3000 responses to surveys on topics such as litter and the night time economy, and has always taken a bespoke methodology to target responses by approaching communities relevant to the topic under consideration, rather than being shackled by a narrow geographical focus.

Regional Scrutiny Arrangements

117. Scrutiny members have recently supported the principle of a regional scrutiny committee to support the governance of the Regional Regulatory Collaboration. Cardiff has previously been involved in the 5 authority Prosiect Gwyrdd Scrutiny Panel. The Council would therefore be supportive in principal of Welsh Government's intention for a joint scrutiny committee to be established where a regional delivery mechanism is established. However, because local scrutiny is essential, any emerging regional scrutiny arrangements would need to be proportionate.

Strengthening the Role of Audit and Inspection

118. The Council fully endorses the need for strong review, particularly in relation to performance and improvement. We also contest that "audit and inspection have too often been the first line of defence against poor performance", but welcome a collaborative approach to strengthen the role of internal and external review.
119. The Council also agrees with the White Paper that "the cost of scrutiny, audit and inspection should be proportionate" which is why the Council has suggested the revised approach to self-assessment, peer-review and external audit which captures the benefits of the White Paper proposals but reduces the potentially heavy burden on authorities.
120. Equally, the principal of strengthening scrutiny and wider participation is to be welcomed, but this must be balanced with the recognition that such arrangements are resource intensive. We would therefore suggest that an overly prescriptive set of requirements would stretch resources too thinly and not allow local authorities and their partners to collectively focus efforts on areas that require the greatest improvement.
121. The Council agrees with the need to better coordinate external regulators, notably the WAO, CSSIW and Estyn. The principle of the proposed 'whole system assessment' of authorities jointly undertaken by the main regulatory bodies is much welcomed. However, as we have argued in paragraph 68 we do not believe that a biennial assessment as outlined in the White Paper is

“proportionate to risk”. It is also resource intensive in its requirements and care should be taken that this does not place significant additional burden on authorities.

122. The Council would welcome further dialogue with Welsh Government about how the work of the WAO, CSSIW and Estyn could be better coordinated, with the potential for merging these organisations into a single body being worth further exploration. This could assist with ensuring greater coordination of inspection, release financial savings and progress many of the principles advocated by the White Paper.

Strengthening the Links Between External and Internal Review

123. The Council supports the proposal that internal and external review should be encouraged and required to work seamlessly and effectively together. The Council is currently spearheading a Welsh Government funded research project to seek support across the sector for optimisation of good working relations between local authority scrutiny and Audit, Inspection and Review bodies. Initial findings from this research suggest that the WAO, CSSIW and Estyn already share their findings with Scrutiny Committees on request. The Council recommends that the Welsh Government consider the findings and recommendations of this project in further strengthening this relationship across Wales.

Chapter 9: Finance

General Revenue Funding – distribution

Sources of funding

124. The acceptance to take a more strategic and longer term approach to the reform of the finance system is welcomed. The Council recognises the points made in connection with volatility as a result of frequent movements of funding between public service organisations. However these elements of volatility sometimes relate to similarly volatile increases in need and associated demand within councils. The system of funding distribution already delays moving funds into growing areas of need due to the historical nature of the distribution mechanism and therefore additional measures, such as floor mechanisms, impact further on mismatching the distribution of funding. Therefore any solutions to a strategic, longer term solution should look to address this point. The Council would also support broader Welsh Government policy objectives expressed through legislation such as the Wellbeing of Future Generations Bill.
125. Whilst acknowledging that opportunities for further funding are limited it should be noted that the costs and timescales of merging councils will need to be considered alongside that of reforming local government finance. For example terms and conditions, ICT systems, compliance and council tax levels. The Council feels there is also an opportunity for Welsh Government to explore the use of the Wales Bill to devolve local taxation and freedom around income generation to support local authorities. Four UK areas will be given autonomy to collect and keep 100 per cent of business rates as announced by the Chancellor's recent budget. Cambridgeshire, Peterborough, Greater Manchester and Cheshire East will all start receiving the business rates paid in their areas from April in a trial that could be rolled out across the country, potentially providing areas in England with the tools to drive forward growth not available in Wales.

General Revenue Funding – local taxation

126. The value of income collected by Welsh Local Government is significantly higher than the estimated £200 million included in the new devolved taxes which the new Welsh Revenue Authority will be responsible for. Currently Welsh Authorities collect £1,300 million in Council Tax and £895 million in business rates. Collection rates overall are also extremely high and there is an opportunity to learn from the experience of Local Government. Our concern would be that the timescales that WG are working to do not give us enough time to consider models for delivery.
127. Consideration should be given to the localisation of business rates with Local Authorities as an incentive to promote economic development and as an opportunity to raise additional taxation to help pay for services. Cardiff is a net contributor to the pool every year and the total yield from business rates has grown significantly.

128. Business rates have become increasingly complex in recent years with the number of reliefs available increasing making the system more bureaucratic to administer and more complicated for business to understand. A good example of this is the Retail Relief Scheme which was application only for 2014/15. Many businesses already in receipt of Small Business Rate Relief didn't realise that they could also claim this relief. Simplifying the system would be supported. In addition more local flexibility should be introduced in the level of the multiplier to give Local Government more control over the total yield. Consideration could be given to linking the percentage increase in the multiplier to that of Council Tax. This should only be considered as part of the Localisation agenda which should be prioritised.

General Revenue Funding – Distribution

129. The intention to retain a needs-based formula is recognised as is the requirement to develop a new basis for distributing funding. The complexity of moving from a system based on past spending patterns to a more outcome-based approach should not be underestimated and time and resource needs to be factored into both Welsh and local government to ensure that a fit for purpose alternative distribution system can be developed. The role of the distribution sub group and the principles upon which it operates should be maintained and resourced whilst a solution is developed.

General Revenue Funding – Council tax

130. Council Tax was revalued in 2005 and revised bandings were agreed on a national basis which did not reflect regional variances in value for similar property types. As a result even though the yield in Wales increased by only 0.5% the yield in Cardiff went up by 6.5% or 13 times the Welsh average. This resulted in 86,000 households increasing in band with many occupiers being asset rich but income poor. Any change to the system in future should take into account regional variations as one size clearly does not fit all.
131. Local Authorities should also be given greater flexibility to vary or remove discounts and exemptions. The additional income generated should not be included in the Council Tax Base calculation as Local Authorities should be able to use any increase in yield to help fund services. An example of this is the single person discount which is currently 25% and cost £15 million a year in Cardiff. Therefore a reduction to 20% would generate an additional £3 million in income each year.

Other Revenue Funding and Flexibility

132. The Council welcomes that the White Paper acknowledges that specific grants as hypothecated funding carry administrative overheads and that councils want greater flexibility in relation to this funding. In addition the Council welcomes the proposal for greater local flexibility over setting fees and charges to assist councils in managing financial challenges.

133. We would request that wherever possible specific grants are added into non-hypothecated aggregate external finance funding to allow as much flexibility for local decision making as possible. Holding significant sums within Welsh Government for specific grants aligned to national priorities and new initiatives runs the risk of compromising councils' longer term planning ability. Councils need this flexibility, particularly currently, as they are making significant decisions to ensure that they can realign themselves to a lower, sustainable resource base over the medium term. For those specific grants that remain the process of audit should be streamlined wherever possible to reduce audit fees whilst ensuring that financial probity in the handling of public finance is maintained.
134. This flexibility request should extend to councils being judged as being able to work strategically across councils impacted by local government reorganisation. In addition opportunities for capitalisation directions should be considered whenever appropriate to help manage the costs of reform and reorganisation.

Funding other tiers of Local Government

135. We would welcome the proposal to making funding arrangements for other tiers of local government more coherent and consistent.

Financial Governance

136. The Council has engaged proactively and extensively with its residents, businesses and partners. The Cardiff Debate enabled this process and was supported by a seven week period of debate on the 2015/16 budget proposals known as Changes for Cardiff. The Council would like to put forward this model as an example of best practice and can provide further information as required. The outcome of the consultation process can be found on the following web-links; <http://cardiffdebate.co.uk/> and www.cardiff.gov.uk/budget
137. The key to engaging more effectively with all key stakeholders prior to determining spending priorities is to allow opportunities for early engagement. This opportunity should allow open discussion in respect of the redesign of services and the opportunities available for co-production where applicable.

Accounting, accountability and engagement

138. We note Welsh Government's intention of issuing statutory guidance on how councils engage with the local community when determining their annual budget and council tax to improve transparency and accessibility to budgets, balances and past expenditure levels. We consider that our approach to these matters is already transparent and that a requirement to issue further statutory guidance is unnecessary. We would however be able to share how we make publically available significant amounts of budgetary information to aid engagement and decision-making.
139. For example the Council issues budgetary analysis sheets which breakdown income and expenditure against all sub-divisions of service and map savings

against them. This enables engagement of where savings are being taken, against what budgets and within the context of overall budgets.

Financial Planning

140. Financial planning should be robust, strategic and sustainable. To enable councils to do this Welsh Government should maximise the amount of non-hypothecated funding that it can make available. It should also ensure that wherever possible indicative funding profiles are provided over a number of years.

This page is intentionally left blank



CABINET MEETING: 2 APRIL 2015

CITY DEAL IMPLICATIONS AND NEXT STEPS

REPORT OF DIRECTOR OF ECONOMIC DEVELOPMENT

AGENDA ITEM: 5

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT & PARTNERSHIPS)

Reason for this Report

1. To provide an update on the recent work to attract a City Deal for Cardiff and to seek authority to progress towards the preparation of a formal City Deal proposal.
2. To seek authority to undertake a review of the Cardiff Business Council to ensure the approach is best aligned to deliver its city promotion remit in addition to supporting the delivery of a City Deal.

Background

3. On 18 March the Chancellor of the Exchequer announced in his Budget Statement that *'We're giving more power to Wales. We're working on a Cardiff City Deal'*. The announcement effectively moves the current discussion about a potential City Deal for Cardiff on to the next stage where the Government has now offered to begin the formal process of negotiation.
4. The announcement follows on from the decision made in the run up to the referendum on Scottish independence to award a City Deal for Glasgow. This was the first deal with a city in a devolved nation of the UK. Up until that point the opportunity had only been made available to English cities: the first round was with the 8 largest English cities outside of London, known as the Core Cities; and the second round was with the next 14 largest cities outside of London and the 6 cities with the highest recent population growth.
5. A City Deal for Cardiff could unlock significant new money to support capital investment in major infrastructure priorities for the city-region. However, every deal done to date has been bespoke with the eventual size and scope of the deal dependant on a number of important local factors.

Issues

6. The process involved in getting to a final submission is resource intensive and will require participating partners to support the allocation of a number of staff and a budget for the provision of appropriate specialist advice.
7. A key factor in determining the scale and scope of City Deals has been the level of maturity of existing partnership/governance arrangements. There seems to be a clear correlation between the scale of funds negotiated and the level of local trust and co-operation that can be demonstrated to be in place.
8. In the Cardiff context, it is clear there will need to be a significant role for Welsh Government in taking forward a City Deal proposal not least to ensure adequate funding is available to match any new monies provided by Central Government. There may also be a role for EU funding as part of the mix.
9. In all cases, the local business community has played a role in the City Deal process. In some cases local business has led the process through Local Enterprise Partnerships. The larger agreements have been led by consortia of local government, strongly supported in close partnership by the local business community.
10. The latest and largest Deals have required a significant element of local risk taking both in terms of the 'Payment by Results' approach and a requirement for local capital investment. The Payment by Results approach introduces cash-flow consequences in terms of upfront costs being locally funded in advance of any Government contribution which is dependent on agreed outcomes being achieved. For Cardiff, this will be at a time of unprecedented pressures on capital resources.

City Deals

11. The 'City Deal' process was initiated in late 2011 as part of the UK Government's broader devolution and growth agenda. City Deals provide bespoke agreements between Government and cities that seek to empower localities to drive economic growth by providing additional freedoms and resources. In return the Government has sought new local governance arrangements, which have taken a variety of forms including combined authorities, city mayors, and other forms of local government led partnerships.
12. The Government's stated aim of the City Deal programme is to devolve control to cities to:
 - Take charge and responsibility of decisions that affect their area
 - Do what they think is best to help businesses grow
 - Create economic growth
 - Decide how public money should be spent

13. A common theme in the larger deals has been a 'Payment by Results' approach. The 'Payment by Results' approach is in effect a new form of Tax Increment Finance. Tax Increment Finance is based on retaining a share of business rate uplift which is typically around 2% of total Gross Value Added (GVA¹) uplift to pay back finance raised for infrastructure investment. A 'Payment by Results' approach provides access to a share of the total tax receipt from GVA uplift resulting from infrastructure investment which typically equates to circa 40%.
14. The development of a successful proposal relies on agreement of a set of minimum objectives for participant areas. This means that there must be a minimum guaranteed outcome for all participant areas, typically in terms of access to job opportunities. To that end, the Infrastructure Fund created by a City Deal is required to invest according to a strict set of criteria. Essentially, eligible projects are evaluated against the net economic impact they would have on the City Deal area and also the contribution they would make towards meeting the agreed minimum objectives. The crucial requirement of city leaders therefore is to set, and agree with UK Government, the 'rules' by which the Infrastructure Fund invests. In many areas this has led to a drastic change to the order of priority for capital investment, and typically it has seen transport investment focus on projects that bring people and jobs closer together.
15. Overall the effective building blocks required by local authorities to deliver a coherent City Deal proposal include:
 - Agreeing appropriate and sound objectives and minimum outcomes
 - Identification of resources to support the development of the City Deal as well as to contribute to the overall fund and cover the cost of financing requirements
 - Operationally effective governance that also fits in with the UK Government's agenda in terms of the devolution of powers to city-regions
 - Effective tools for prioritisation that provide rigour to the expected levels of impact in terms of jobs and GVA, as well as reducing the risk that local authorities are exposed to in terms of meeting the required objectives to trigger payments from the UK Government
 - Functional economic geography consistent with effective decision making and ensuring that a scale where net impact can be maximised
 - An element of local financial risk taking that shows the commitment of partners.
16. The scale of impact anticipated from some of the largest deals is significant:
 - Greater Manchester's £2.75bn Transport Fund is expected to deliver up to £3.6bn in annual GVA and 37,000 jobs;
 - Leeds City Region's £1.45bn Transport Fund is expected to deliver up to £2.6bn in annual GVA and 23,000 jobs;

¹ GVA measures the contribution to the economy of each individual producer, industry or sector.

- Glasgow City Region's £1.13bn fund is expected to deliver up to £2.2bn in annual GVA and 28,000 jobs.
17. Greater Manchester's latest agreement has introduced some new and innovative opportunities including the potential to share in 'bottom-line' savings such as savings to the current circa £20bn per annum dependency costs by helping more people back to work.

Governance Arrangements

18. Effective local partnership/governance arrangements are at the heart of successful City Deals and will determine the extent to which Government is prepared to invest in a locality. The deals agreed by Government to date have been based on a variety of approaches reflecting local circumstances. The largest deals have clearly been achieved where the strongest local partnership arrangements exist and in most cases these have been local authority led. That is the case for both Greater Manchester and West Yorkshire, the largest of the City Deals in England, and is the case for Glasgow.
19. As part of the recent work undertaken by the Council's Specialist Advisors a review of partnership arrangements involved in existing City Deals has been provided as the basis for considering an appropriate model for Cardiff. This work is attached as Appendix 1.
20. In all cases, the private sector has had an important role to play. Inherently, local business is at the heart of the concept of a City Deal. City Deals are intended to grow the local economy, to increase GVA, by providing the infrastructure for business to flourish. It is therefore imperative to engage with local business in shaping priorities and supporting delivery. More to the point, the public sector funding provided to deliver key infrastructure projects will always require significant private sector investment.

Next Steps

21. The Council has procured specialist advice to develop an initial high-level proposal for a City Deal, a current draft of which is attached at Appendix 2. At this stage in the process there is no description of projects, as full analysis of economic impact will need to be undertaken before projects are properly identified and prioritised. Instead the focus is on a number of key areas for investment such as transport, housing, regeneration, skills and energy. Transport in particular has been a central theme of most City Deals to date.
22. The potential scale of the deal will rely on many factors including the extent of match funding contributions available from local sources and the appetite for taking risk. In terms of potential, based on a pro-rata calculation of the Glasgow deal, to achieve the same percentage of GVA uplift (5%) it would require an infrastructure fund in the region of £800m. Again, more detail is provided in Appendix 2.

23. Following the recent announcement by UK Government Cardiff now needs to put in place appropriate arrangements to enable a successful bid for City Deal funding to be delivered. with the Leader recently hosted a meeting with the local authority Leaders and Chief Executives of South East Wales to share the initial work undertaken by the Council's Specialist Advisors. Discussions have also taken place with Welsh Government and with UK Government. The intention is to arrange a further meeting with surrounding authorities to establish which authorities wish to be part of the initial bid to Central Government.
24. An outline proposal will be submitted to the UK Government following the General Election that will provide a high-level case for Cardiff, outlining the key aims and objectives of the Deal, and an initial summary of proposed governance arrangements. This will represent only the start of a detailed process that is likely to take up to 12 months to complete. It will require a significant level of technical expertise in developing appropriate economic modelling tools by which projects and programmes can be prioritised. The Council's Specialist Advisors have provided an outline 'Gateway Process', similar to that used by other agreed Deals, to drive the process and secure agreement at key milestones.
25. Gateway 1 involves:
- Agree the types of investments/sectors for inclusion in Infrastructure Fund/City Growth Deal plus interventions aimed at dependency reduction.
 - Agree objectives (including programme minima) and metrics for appraising performance of investments/interventions.
 - Sign-off on economic modelling approach to be used.
 - Begin to develop proposed governance and joint working arrangements.
 - Agree instructions for working up individual investments/interventions.
 - Define local funding sources 'in play' (but not decisions on the level).
26. Gateway 2 involves:
- Test/demonstrate economic modelling suite and sign-off that it is fit for purpose.
 - Initial sift of long list and sign-off on medium list of investments/interventions.
 - Agree funding scenarios to be developed.
 - Engage with potential partners and government on scale of contribution / funding devolution available and scope for Payment by Results (PbR).
27. Gateway 3 involves:
- Present prioritisation of schemes against lead metric on a net cost basis (e.g. including match funding and other offers).
 - Refine package to ensure that programme minima are delivered at each funding scenario.
 - Iterate with potential funders and government on co-funding/devolution propositions and PbR options.

28. Gateway 4 involves:
- Present final shortlist of 'compliant' funding scenarios –i.e. those that maximise the lead metric and deliver the minima.
 - Decisions on which scenario to be taken forward as final Fund/City Growth Deal proposition based on degree of local funding commitment.
 - Decisions on the necessary delivery governance reforms (if applicable).
29. Further details on this process are provided in Appendix 2.
30. Undertaking the work to develop a detailed City Deal proposal will require resources both in terms of the cost of procuring external and independent expertise as well as staff time from participating authorities.

Partnership Implications

31. Local businesses have played an important role in the development of City Deal proposals across England and in Glasgow. The same will be required for Cardiff. At present the Cardiff Business Council provides the principal interface between the Council and the local business community.
32. Cardiff Business Council was established in 2012 as a wholly owned arms-length company of the Council. The Directors of the company are senior officers of the Council and the private sector representation is provided by an Advisory Board. The Advisory Board has no legal status or authority to act on behalf of the company and responsibility for the Council's annual budget allocation to the Cardiff Business Council rests wholly with the Directors of the company.
33. An Interim Advisory Board was appointed in July 2013 with the intention of formal appointments being made through elections in March 2016. The Advisory Board was established with a fairly narrow scope in terms of its area of operation; its primary role is to promote Cardiff as a destination for business and tourism. As such it is made up of representatives from local businesses and sectors with expertise and experience to support this remit. The development of a detailed City Deal proposal for Cardiff will require a strong partnership between Welsh Government, the participating authorities and a broader range of local businesses. The Council therefore intends to engage with key stakeholders and bring forward a review of the current Cardiff Business Council model to ensure it is fit for purpose to support this wider remit.
34. The Council also intends to consider the formal appointment of the Advisory Board, which is currently operating on an interim basis, as part of this review. Implementing these changes early in the City Deal process is anticipated to help avoid disruption in the lead up to March 2016, which could be a crucial point in the City Deal negotiation process; it will enable those involved in the development of the proposal to also have a role in the delivery phase - which should energise their engagement; and it will enable a broader range of representation to deal with the dual role of

continuing the marketing and promotion momentum alongside the new work that will be required to deliver a City Deal.

Scope of the Review

35. Given the nature and complexity of the City Deal process, and the need to maintain the city promotion momentum established by the company, the review will at least need to cover the following issues:
- Ownership arrangements
 - Legal structure and operational framework
 - Leadership and Board Member representation
 - Membership
 - Geographically coverage
 - Welsh Government / surrounding local authority involvement
 - Partnership arrangements
 - Funding arrangements
36. It is intended that the review will commence immediately and will aim to be concluded shortly after the general election to enable the business community to play a full and active role in the City Deal bidding process. During this period of review the Council will ask the existing interim Advisory Board Members to continue in their positions.

Reasons for Recommendations

37. To provide an update on the recent work to attract a City Deal for Cardiff and to seek authority to progress towards the preparation of a formal proposal.
38. In light of the City Deal announcement to seek authority to undertake a review of Cardiff Business Council to ensure the approach is best aligned to support the delivery of a City Deal and provides a sustainable model for business engagement moving forward.

Legal Implications

39. The report sets out the opportunities for Cardiff which exist in developing a City Deal together with the risks and potential costs associated with such enterprise.
40. All decisions taken by or on behalf of the Council must:
- Be within the legal powers of the Council and of the body or person exercising powers on behalf of the Council.
 - Comply with any procedural requirement imposed by law.
 - Be undertaken in accordance with procedural requirements imposed by the Council e.g. Council procedure rules.
 - Be fully and properly informed.
 - Be properly motivated (i.e. for an appropriate, good and relevant reason).

- Be taken having regard to the Council's fiduciary duty to its tax payers as elected members are trustees of the public interest and of its statutory purposes for which public powers are conferred on them. This general duty requires the Council to act prudently and in good faith in the interests of those to whom the duty is owed.
 - Otherwise be reasonable and proper in all the circumstances.
41. Accordingly, the report seeks to set out certain actions which will be adopted to manage the risks and provide appropriate support to develop a City Deal proposal in an appropriate and robust manner. It will however be important to keep under the review those and any new risks which may present themselves as well as the effectiveness of the proposed measures to minimise and manage the risks.
42. It is appropriate from time to time for any authority to review the suitability of the structure, governance and systems of any organisation which it engages in the performance of services or the delivery of projects, to ensure that such structure, governance and systems are fit for purpose and do not create unnecessary risks for the authority, services or project. This is particularly the case where it owns or has any other direct interest in that organisation, as ownership and other interests:
- a. can generate additional risks to the authority; and
 - b. will also usually enable greater access for the authority to information and data through which testing of such matters can be carried out more extensively.

Financial Implications

43. The Chancellor of the Exchequer in his Budget Statement set out that the government is "working on a Cardiff City Deal". The development of a City Deal would create significant opportunities to materially increase and improve the infrastructure of the City. The City Deal could also attract both private and public sector support and consultants KPMG have suggested that the total proposal could be in the region of £800 million to £1 billion. However, the fund value will be subject to agreement with the UK Government, Welsh Government and Local Authorities.
44. The report also sets out that the costs of developing the proposal would be significant and are at risk. An approach involving four gateways or break point is suggested with consultancy and internal resources required for each of these gateways. Clarity is required in respect of the costs to be incurred at each of these gateways and a budget will need to be identified from within existing resources or separately reported and agreed before this activity can commence.
45. As the gateways progress not only would the revenue costs of developing the proposal increase but also the emerging level of commitment and risk that the Council and its partners would be entering into. Whilst the Budget Report recognised that cities are the centre of economic activity and social change and therefore identified the opportunities afforded in progressing this initiative it also identified that

the challenges in doing this given the severe financial constraints on the Council.

46. The Payments by Results approach identified in this report means that a substantial element of the funding would need to come from the Council. In addition it is understood that the model places a significant element of the funding provided by government at risk until the key outcomes set out within the proposal have been evidenced as occurring and this means that there would be further material cash flow implications upon the Council. A factor in understanding the extent of the Council's potential exposure is dependent upon the role and support of councils across South East Wales together with Welsh Government however this position will require further negotiation.
47. The 2015/16 Budget Report set out the Capital Programme budget for the period from 2015/16 with indicative budgets up until 2019/20. Whilst some elements of infrastructure are included, for example an allocation in respect of the Central Square Bus Station, the progression of the City Deal would require further allocations from the Council in respect of its contribution to infrastructure funding.
48. The Budget Report also set out the Council's position in respect of the Medium Term Financial Plan for the period 2016/17 to 2018/19 which identified a budget gap of £120.114 million of which £51.099 million was in respect of 2016/17. These figures are dynamic and will be updated as part of the 2016/17 Budget Strategy Report which Cabinet and Council will consider in July. However the reality is that the Council's decreasing revenue base, alongside the increasing amount of unsupported borrowing the Council is entering into means that the net ratio of capital financing costs expressed as a percentage of controllable budget is already forecast to increase by 67.85% during the period 2011/12 to 2019/20.
49. Paragraph 383 of the Budget Report following consideration of the local affordability indicators identified that:

“ the Council's financial position across the life of the Medium Term Financial Plan and identifies both the challenges ahead and the radical nature of the actions required. Council-wide solutions across this time frame will need to be holistic and could include consideration of both revenue and capital spend, therefore whilst approving the Capital Programme for the period up until 2019/20 Cabinet should be aware that the later years of the Programme, together with the entering into material commitments in respect of these later years, will be subject to an ongoing review of the Council's financial standing and resilience.”

This statement underlines the difficulty of the Council contributing risk capital to the Deal at present. It is therefore suggested that the ability of the Council to financially contribute risk capital is resolved at Gateway One, as this identifies, although it does not commit, the local funding sources being considered. This consideration will need to be taken at a holistic Council level and will need to integrate with both the emerging

financial resilience of the Council's and its budget strategy for 2016/17 and the medium term.

50. Lastly the report also refers to delegating authority to undertake a review of the model. It should be noted that the Council's budget for 2015/16 included a reduction of £160,000 to the previous £500k budget contribution made to the Cardiff Business Council and therefore any review should be considered within this context.

RECOMMENDATIONS

The Cabinet is recommended to:

- (1) Approve that officers proceed with the negotiation of a City Deal for Cardiff with UK Government, Welsh Government and surrounding authorities and return to Cabinet with a further report before submitting a final proposal.
- (2) Agree that engagement with surrounding authorities in SE Wales take place to develop an appropriate local governance structure to support delivery of a City Deal for Cardiff.
- (3) Delegate Authority to the Chief Executive to:
 - a. identify a budget and to appoint Specialist Advisors to support delivery of a detailed City Deal proposal for Cardiff
 - b. commission a review of the Cardiff Business Council model to put in place appropriate arrangements to support a successful City Deal proposal.

NEIL HANRATTY
DIRECTOR

31 March 2015

The following appendices are attached:

Appendix 1: City Deal Governance - Summary Overview of Largest City Deals Arrangements

Appendix 2: Draft Initial City Deal Proposal

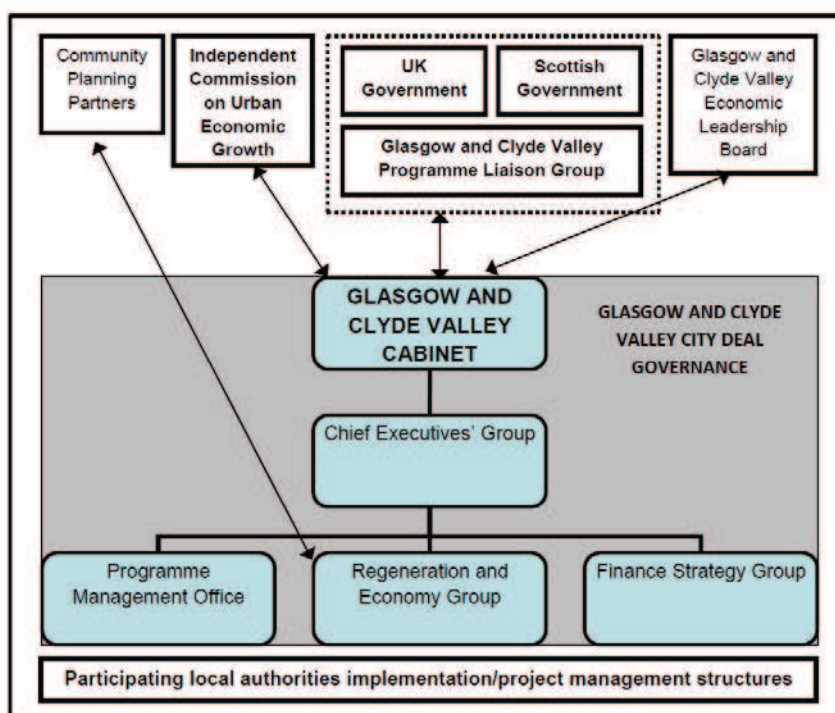
Appendix 1: City Deal Governance

Summary Overview of Largest City Deals Arrangements

- The largest City Deals are led by a consortium of Local Authorities.
- The Combined Authority approach has been adopted by West Yorkshire and Greater Manchester, each building on current structures.
- For West Yorkshire they undertook a review of four options, namely:
 - A combined authority.
 - An economic prosperity board
 - Strengthening existing governance arrangements
 - Status quo/do nothing

Details on these are given below – but essentially the Combined Authority approach provided a single accountable body able to take strategic decisions.

- Cardiff Council's City Deal Specialist Advisors consider that a Combined Authority is not the pre-requisite for a City Deal, citing Glasgow's approach. The key point is that governance is needed to enable decisions to be made, and that any appropriate vehicle that can do this can help to take the project forward.
- In Glasgow a 'Joint Cabinet' has been established, and this is what Cardiff Council's City Deal Specialist Advisors consider as a potential alternative to the Combined Authority route. A diagram representing this is presented below.



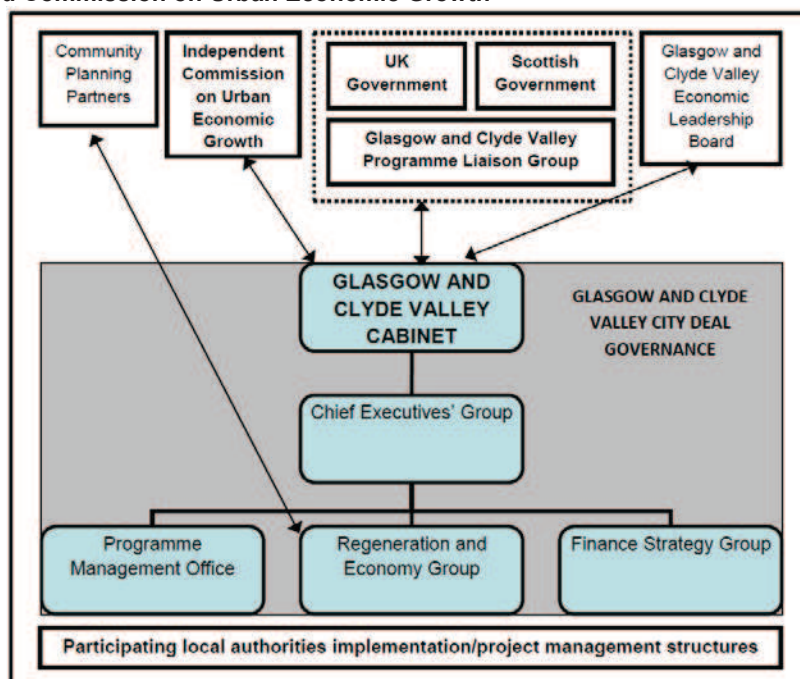
- Further details, taken from the City Deal documents and other published documents are outlined below, taken from the initial published City Deal submissions. Glasgow is again a good example and the text outlines how their 'Joint Cabinet' approach has been developed.

Glasgow

The information below is taken from the “Glasgow and Clyde Valley City Deal” consultation document.

Governance arrangements will be driven by a newly established Glasgow and Clyde Valley Cabinet. Supporting this decision making body will be: a Chief Executives’ Group; Finance Strategy Group; Regeneration and Economy Group; the independent Commission on Urban Growth (discussed above); and the Glasgow and Clyde Valley Economic Leadership Board. A City Deal Programme Management Office will also provide critical capacity and expertise to ensure the City Deal is delivered. Representatives from Department for Work and Pensions and Jobcentre Plus will be invited to join, and play an active role, in governance that relates to the delivery of the labour market programmes in this City Deal. These arrangements will build on the existing Community Planning Partnership and Glasgow Economic Leadership Board and will provide a greater focus to the remit and practices of both groups going forward.

City Deal Governance Arrangements and its interaction with: the UK Government; Scottish Government; private sector and Commission on Urban Economic Growth



The Glasgow and Clyde Valley Cabinet is the ultimate decision making body in the governance structure. It is responsible to the UK and Scottish Governments and will act in the joint interests of the eight participating local authorities across Glasgow and the Clyde Valley. The eight full members will operate on a one member, one vote basis. For the Infrastructure Fund, voting will apply to all members with approved infrastructure projects. A partnership agreement will be drawn up between the parties setting out the decision making and arbitration processes in detail.

The members of the Glasgow and Clyde Valley Cabinet are the Leaders of the participating local authorities and the Chair of the Cabinet (which will be the Leader of Glasgow City Council). The Chair of the Cabinet will act, where necessary, as the point of contact for both the UK Government and Scottish Government Ministers with regard to the implementation and management of this City Deal. The Cabinet will meet quarterly and will make strategic decisions regarding all aspects of the Glasgow and Clyde Valley City Deal.

Working together the Chief Executives’ Group will take operational responsibility individually (for activity within their local authority area) and collectively across Glasgow and Clyde Valley. The Chief Executives will meet in advance of the Leaders to propose a programme of work for the Leaders and they will individually prepare briefings for their own Leaders.

The Finance Strategy Group will be chaired by one of the Chief Executives and will be made up of senior finance specialists from the eight local authorities. This group will focus primarily on the strategic finance aspects of the Glasgow and Clyde Valley Infrastructure Fund. The programme of work will include, but is not be restricted to:

- Advice and research on long term borrowing and negotiation with lenders.
- Development of standard control and reporting templates.

- Development of modelling system for monitoring programme implementation and financial profiles.

The Regeneration and Economy Group will be chaired by one of the Chief Executives and will provide strategic guidance to both the Glasgow and Clyde Valley Cabinet and individual local authorities with regard to the implementation of the investment programme that flows from the Glasgow and Clyde Valley Infrastructure Fund. It is intended that the work of the Regeneration and Economy Group ensures the maximum leverage from the capital investment in terms of new employment opportunities, community benefits and sustainable design. Local authorities will draw on the highly successful 2014 Commonwealth Games legacy structures in the design of this group. This group will replace the current Clyde Valley Community Planning Partnership Officers Group, providing a renewed focus for integrating service delivery across partners.

The Commission on Urban Economic Growth will be established to monitor and verify the impacts of the investment programme, at a regional and national level, that flows from the Glasgow and Clyde Valley Infrastructure Fund. The proposal is that the Commission is chaired by an independent expert in the field of economics, with members nominated by the UK Government, the Scottish Government and the Glasgow and Clyde Valley Cabinet. Glasgow and Clyde Valley will set out detailed proposals on the operation of the Commission by November 2014. In support of the Cabinet a Glasgow and Clyde Valley Economic Leadership Board will also be established. The current Glasgow Economic Leadership will be recast to have a region wide remit and makeup, to provide links to industry. This will assist in the maximisation of the benefits of the investment programme that flows from the Glasgow and Clyde Valley Infrastructure Fund.

Programme Management Office - As part of Glasgow and Clyde Valley's Governance arrangements a City Deal Programme Management Office will be established in Glasgow City Council. This Programme Management Office will act as both secretariat to the Glasgow and Clyde Valley Cabinet and will act as the central point for appraisal and monitoring of all aspects of the City Deal. The key responsibilities of the Programme Management Office will be:

- Organisation of meetings of the Glasgow and Clyde Valley Cabinet and Chief Executives' Group, preparation of agendas and recording the decision making process.
- Acting as first point of contact for UK and Scottish Governments.
- Preparing reports for the UK and Scottish Governments on City Deal delivery, for use by the Glasgow and Clyde Valley Programme Liaison Group.
- Conducting the appraisal of new and substitute schemes in the investment programme for the Glasgow and Clyde Valley Infrastructure Fund.
- Working with individual local authorities to assist the implementation of projects.
- Analysis and reporting on: progress; impact; and wider benefits realisation.
- Liaison and co-ordination of programmes with other regional partners.

In addition, the Programme Management Office will be empowered with "step-in rights" by Glasgow and Clyde Valley Cabinet when delivery of any City Deal project or programme is at risk. These "step-in rights" will enable the Programme Management Office to undertake a detailed analysis of a project or programme and recommend a series of mitigating actions to the Glasgow and Clyde Valley Cabinet.

UK and Scottish Governments supporting City Deal Implementation - To support the implementation of the Glasgow and Clyde Valley City Deal the UK Government, Scottish Government and Glasgow and Clyde Valley will establish complementary tripartite City Deal implementation arrangements. These arrangements will:

- Facilitate joint working between Glasgow and Clyde Valley, UK and Scottish Government.
- Provide a mechanism to ensure that Glasgow and Clyde Valley, UK Government and the Scottish Government are meeting their commitments in this City Deal and associated implementation.
- Enable all partners to challenge if City Deal delivery is not on track and agree mitigating actions.
- Provide a forum to highlight successes.
- Ensure funding provided as part of this City Deal is being drawn down and spent according to agreed funding profiles.

This Programme Liaison Group will comprise the Senior Responsible Officer for each element of the City Deal, a representative from the Scottish Government and a representative from the UK Government Cities and Local Growth Unit. Officials will meet on a quarterly basis and will review progress on City Deal implementation. The Glasgow and Clyde Valley Programme Management Office will provide the Group with a copy of the Glasgow and Clyde Valley Cabinet's quarterly performance report that will:

- Highlight City Deal successes.
- Provide a performance narrative for each element of the City Deal.
- Provide information on outputs and outcomes agreed.
- Identify mitigating actions for projects that are not being delivered to agreed timescales.

The UK Government will work with Glasgow and Clyde Valley to agree a timetable for the production of these reports and will take the lead in convening the Glasgow and Clyde Valley Programme Liaison Group.

Source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/346278/Glasgow_Clyde_Valley_City_Deal.pdf

Manchester Governance

The information below is taken from the “Greater Manchester City Deal” document.

Greater Manchester’s City Deal governance is based on establishment of the Greater Manchester Combined Authority in April 2011. This body has powers in its own right, so is not dependent on delegations from its constituent authorities, and decisions to pursue a particular policy are binding, providing long-term stability. This provided the platform for Government to devolve powers and functions as part of the City Deal process.

The Local Enterprise Partnership (LEP) is a key component of Greater Manchester’s governance arrangements. Building on existing public and private partnerships, it provides a forum to have a single conversation with business leaders, enabling them to play an even more active role in securing economic growth. Political leadership is secured through the Combined Authority and decisions are cleared by the LEP.

The Combined Authority is the accountable body for LEP funding, as opposed to having to nominate a local authority to take on this role, as is the case in other LEP areas. This provides coherence and a truly joined-up approach across all ten local authorities.

The Combined Authority model has joint governance arrangements for transport, economic development and regeneration, which allow for strategic prioritisation across the functional economic area. Sub-groups lead on different work-strands, with relevant partners represented on the Boards. Furthermore, the establishment of Transport for Greater Manchester facilitated much greater integration and closer working relationships with the Highways Agency and the ten local authorities on the operation and development of the road network.

Background on Greater Manchester’s governance: the Association of Greater Manchester Authorities was created in 1986 as a voluntary association to represent the 10 Greater Manchester local authorities. In 2008, a new legal framework was introduced to better manage strategic development and pooled financial resources. The Executive Board became the focus for coordinating economic development, transport, planning and housing policies, with the support of seven Commissions. In 2009 the city agreement was signed which included: Government endorsement for the Greater Manchester Strategy; a statutory Employment and Skills Board; a single revenue pot for post-16 skills provision in Greater Manchester; and a commitment from Government to examine how transport powers could be devolved to Greater Manchester consistent with TfL, subject to the agreement on new governance arrangements.

Source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/221014/Greater-Manchester-City-Deal-final_0.pdf

West Yorkshire Governance

The information below is taken from the “Proposal to establish a combined authority for the area of West Yorkshire” consultation document.

The “City Deal” that was agreed with Government in 2012 was designed to help realise these targets as well as improving skills, exports, transport and other infrastructure thus allowing West Yorkshire and the “Leeds City Region Local Enterprise Partnership” area to realise its full economic potential. However, the disparate governance structures presented a challenge to the delivery of this. Accordingly, a review of governance considered four governance options for West Yorkshire. The conclusions of these are as follows:

- **Status quo/do nothing.** Although the current governance arrangements have proved to be durable, this option was discounted on the basis that, as there is no single accountable body able to take strategic decisions, relevant transport and economic development functions would remain fragmented. This fragmentation results in delays in making key decisions as each individual authority has to authorise decisions before they can be implemented. This process is seen as complex and cumbersome.
- **Strengthening existing governance arrangements.** This option was discounted on the basis that, whilst some of the issues arising from fragmentation could be partially addressed by putting more formalised partnership arrangements such as a Joint Committee in place, this would add rather than remove another tier of decision making. Constituent members are limited in what functions, duties and powers they can delegate to a Joint Committee and where key decisions are needed, they would have to be referred back to the districts to be authorised, again causing a delay in key decision making.
- **An economic prosperity board.** This was discounted on the basis that, whilst, as a body corporate it would have a legal personality and be able to take on devolved powers and funding relating to strategic economic development and regeneration, it would not align strategic transport, economic development and regeneration as decisions in relation to transport would continue to be made by the West Yorkshire Integrated Transport Authority.
- **A combined authority.** This was deemed to be the optimal model for improving economic conditions across West Yorkshire. As a body corporate with legal personality and powers in its own right, a combined authority would be well placed to align decision making in relation to both economic development, regeneration and transport across the functional economic area, removing the fragmentation and delay that currently exists. It will provide a visible, stable mechanism for long term strategic decision making to drive greater economic growth.

The councils’ governance review concluded that the establishment of a combined authority for West Yorkshire was the optimal solution to address the issues of fragmentation and lack of integrated decision making that can cause the type of delays that the review highlighted. For example, bringing together functional responsibility for strategic transport, economic development and regeneration, the members of the combined authority can take decisions jointly in relation to the whole of the West Yorkshire area without having to return to the five individual councils to have these decisions ratified. In addition, by bringing together local authority leaders and the chairman of the “Leeds City Region Local Enterprise Partnership” the combined authority will allow the public and private sector to work together to deliver the “Leeds City Region Plan” maximising jobs and investment to realise their shared ambition for economic growth in West Yorkshire.

Constitution - The combined authority is made up of ten members in total. Eight of these members are elected members from the five constituent councils, Bradford, Calderdale, Kirklees, Leeds and Wakefield. The five constituent councils each appoint a minimum of one of its elected members to the combined authority, with the remaining three members appointed by the constituent councils to reflect the political balance amongst the authorities, as far as this is practicable. In addition to the eight members from the constituent councils, the City of York Council appointed one of its members to be a non-constituent council member of the combined authority. The “Leeds City Region Local Enterprise Partnership” also nominated one of its members to be a member of the combined authority. The Chair of the Combined Authority is Wakefield Council Leader Cllr Peter Box, Deputy Chair is Cllr Tim Swift Calderdale Council

Voting - The constituent council members of the combined authority have one vote each and decisions would be reached by a simple majority of the members of the authority present and voting. Members from the non-constituent council and Local Enterprise Partnership are non-voting members but are given voting rights on certain issues should the constituent council members of the combined authority resolve to grant these.

Funding - The costs of the combined authority in relation to the exercise of its economic development and regeneration functions and all start-up costs are met by the constituent authorities. These costs are apportioned in such proportions as the constituent councils may agree and in default of agreement on a per capita basis. In relation to costs attributable to its transport functions the combined authority will issue a levy to the constituent authorities apportioned on a per capita basis.

Source: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/255924/West_Yorks_consultation_final.pdf

Cardiff Council
City Deal Prospectus
February 2015

A City Deal for Cardiff City Region

Purpose of this paper

This paper has been prepared by KPMG working with Cardiff Council as a briefing note for potential local partners and central government. It sets out the history of City Deals in the UK, and then applies these concepts to Cardiff City Region. This represents a significant opportunity for Cardiff City Region in terms its ability to prioritise investment in order to deliver improved economic and fiscal outcomes for the people of South East Wales.

Background

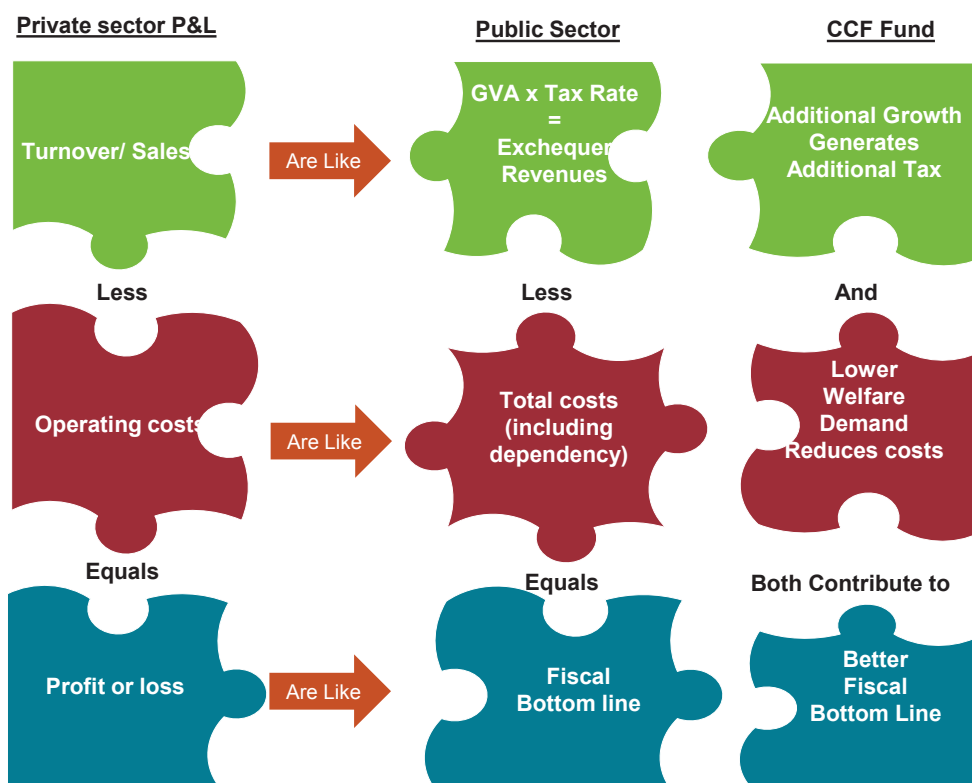
1. Cardiff City Region (CCR) is looking to secure the first City Deal and Infrastructure Fund in Wales.
2. The English 'City Deal' process was initiated in late 2011 as part of the UK Government's broader devolution and growth agenda. These City Deals are bespoke agreements between government and city regions that seek to empower local areas to drive economic growth by providing them with additional freedoms and resources.
3. This process was later extended to Scotland when Glasgow became the first (and to-date only) non-English city to secure a City Deal in August 2014.
4. Four of these deals (Greater Manchester, West Yorkshire, Glasgow, and Greater Cambridge) go further than the rest in their ability to generate economic growth through the establishment of full scale city region infrastructure funds. These Fund based City Deals have a number of common features:
 - Economically-focused infrastructure investment where money is targeted at maximising net economic growth (jobs and productivity) at the city region level;
 - An approach to programme design that ensures the fund delivers balance in terms of improved economic opportunities across the city region and in terms of disadvantaged communities;
 - Investment at a scale that can make a real difference to a City Region's growth path;
 - A significant degree of local 'self-help' funding in terms of the overall cost of the fund;
 - Payment-by-Results (PbR) mechanisms which links additional central funding to the delivery of additional national growth and thus tax receipts. This means in addition to committed local 'self-help' funding there is also local risk if the investment delivers an insufficient contribution to national growth; and
 - Gateways at five yearly intervals with independent expert assessments of performance as part of the PbR approach, with the first gateway focused on programme delivery (outputs), and the subsequent gateways being more focused on the demonstration of additional growth and thus fiscal benefits at the national level (outcomes).
5. The scale of the impacts these Infrastructure Funds are expected to have on their city region economies is significant:

- Greater Manchester’s £2.75bn Transport Fund is expected to deliver up to £3.6bn in annual GVA and 37,000 jobs (an increase in city region annual GVA of 1.3 per £ invested);
- Leeds City Region’s £1.45bn Transport Fund is expected to deliver up to £2.6bn in GVA p.a. and 23,000 jobs (a GVA return of 1.8/£);
- Glasgow City Region’s £1.13bn Fund (which incorporates all types of economic infrastructure) is expected to deliver up to £2.2bn in GVA p.a. and 28,000 jobs (a GVA return of 2.0/£).

Examples of the types of projects included in these funds can be found in the Appendix.

A bespoke Infrastructure Fund deal for CCR

6. Based on the ratios achieved by other infrastructure funds, the Cardiff City Region could expect to achieve a 5% GVA uplift with a fund size of around £0.8-£1.0bn, which would be comparable, relative to the size of the city region economy, to the Glasgow infrastructure fund deal.
7. CCR, however, wants to take the infrastructure fund approach to a new level, and by so doing make it even more relevant to the unique circumstances of the city region economy, and make a greater national contribution. To date all funds have targeted growth and thus tax. The CCR fund would deliver more locally and nationally by targeting the fiscal “bottom line”. This means targeting both growth and reductions in public expenditure through reduced dependency costs. The fund, like that in Glasgow would prioritise capital investment across Transport, Housing, Regeneration, and Energy, but would do so against a “bottom line” metric that recognised all the ways the CCR can make a fiscal contribution.



8. Not every city region has what it takes to rise to the challenge of establishing an economically-focused infrastructure fund – to date there have been only four deals of this sort across the UK, all of which involve local self-help and risk taking. The CCR authorities believe that in the context of the right deal, which delivers genuine local additionality and balance in terms of improved economic opportunities across all the partner authorities contributing financially and bearing risks, the CCR can be added to this list.

Economic context

9. The Cardiff City Region, with a GVA of approximately £25bn and a population of 1.5m accounts for 51% of the Welsh economy. It is a single economic region that is important to the UK economically. However it also has amongst the highest levels of benefit dependency in the UK which is why the CCR focus differs to some of those that have gone before.
10. Targeting the 'bottom line' is particularly relevant in a CCR context. South Wales was one of 4 areas in Britain given the original version of Assisted Area Status in 1934. Of the four areas, only South Wales retains this status. For the next round of EU regional policy (2014-2020), West Wales and the Valleys has been designated as a 'Tier 1' area (also referred to as an 'a' area), the criteria for which is GDP per capita below 75% of the EU average. The only other area in the UK with this status is Cornwall; the Cardiff City Region encompasses 35% of the UK's remaining Tier 1 population.
11. The CCR has untapped economic potential that can only be unlocked with a carefully targeted programme of locally led investment and reform that goes a long way beyond 'business-as-usual'.
12. Under business as usual, South Wales has been the largest and longest recipient of the State Aid, regeneration spending, and welfare initiatives available under 'a' area (Tier 1) status. Over the last decade, there have been some bright spots – e.g. in terms of strong job and population growth in the city centre – but a new approach to better target investment delivering growth at the city region level is required if dependency levels are to be addressed and productivity enhanced. In practise this means a combination of: devolved, growth focused investment decision making, supported by an objective and analytical assessment framework; and investing at the kind of scale that can make a real difference.
13. Realising more of CCR's economic potential would not only mean better employment and income prospects across the 10 city region authorities, it would generate additional tax receipts for both the Welsh and UK Governments and reduce UK dependency costs that are today in the region of £4bn pa. There is a very significant prize to play for in the development of a city deal.
14. Both aspects of the strategy – growth and reduced dependency – translate into fiscal dividends for the Welsh and UK Governments. The first call on these dividends should be the costs of the initial investment necessary to generate them.
15. Reflecting this, the CCR authorities wish to explore a City Deal that delivers a 10 year plus programme of additional economically-focused infrastructure investment to be partly paid for out of the additional tax and dependency cost savings it generates for the two Governments.
16. This is an ambitious and demanding agenda. It is also one that involves risk, since inevitably the investment comes before the fiscal dividends, which are uncertain in both quantum and timing. It is recognised that a meaningful proportion of these risks must be

borne locally if CCR incentives are to be aligned with the national fiscal imperative and there is to be a deal that works for the two Governments.

17. In order to manage the risks across the partners within the CCR, mission appropriate governance structures will be established that support the delivery of the desired outcomes. They will be built upon the range of initiatives already underway including the meetings between the 10 local authority leaders that are in place and the equivalents for the transport, economic, development and energy directorates. These structures will be designed to be flexible and responsive but CCR is not hung up on the final legal form, which is considered secondary.
18. In practise this means that, as with last year's Glasgow City Region deal, there will need to be some form of Payment-by-Results (PbR) mechanism under which payments from the two Governments would be contingent on delivery of additional fiscal value by the CCR partner authorities.

Summary of CCR's City Deal Proposition

19. Cardiff City Region wishes to establish a City Deal and an associated Infrastructure Fund that targets a complete picture of economic returns – this differs to the deals seen to date because it focusses on the net fiscal bottom line rather than pure economic growth;
20. Cardiff's economic context presents an opportunity to target the fiscal bottom line because this is likely to offer a better long term solution for addressing deprivation and economic balance across the functional economic geography than growth targets alone;
21. A payment by Results (PbR) deal is likely to be part of any deal operating at the necessary scale, alongside self-help and European funding where it can be shown that genuinely new local funding has generated economic returns in the form of growth or dependency savings;
22. Targeting the fiscal bottom line will require a new analytical framework beyond that which has been developed elsewhere. CCR recognises the challenge that this represents but also the prize being played for;
23. This sort of deal will require a three-way agreement with the Welsh and UK Governments. This prospectus is designed to start the conversation about how this would work.

Relative performance and the role of infrastructure

24. GVA per capita in Wales is now the lowest in the UK.¹ Productivity (as measured by GVA per job) is also the lowest in the UK.²
25. These figures underline the scale of the untapped potential and the need for a new approach to improving the overall economic outcomes in Wales, one where every £ invested is objectively targeted towards economic returns based on analytical evidence.
26. Over the past decade Cardiff city centre has been the main source of new private sector jobs in the city region.³ The Cardiff population has grown rapidly over the last decade – faster than any UK city – and has the potential to increase by a further 26% by 2034⁴ (this figure is 9% when the wider city region is taken into account) but will only realise this

¹ ONS, as cited in 'A Metro for Wales' Capital City Region' report, Institute of Welsh Affairs (2011).

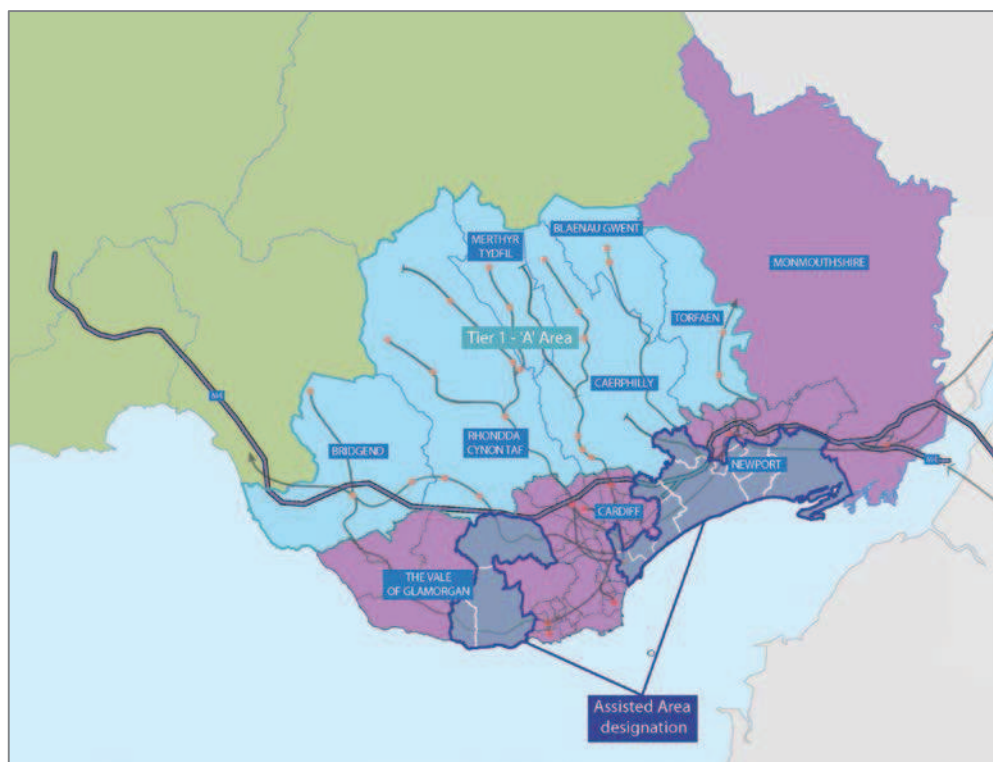
² ONS GVA per job (Sept 2013 release) shows that Welsh GVA per job is 81.1% of the UK average.

³ 'Cardiff: Liveable City Report' (2014)

⁴ Welsh Government population projections

potential where the barriers to growth in relation to transport, housing, energy and skills are addressed.

27. This is good news for South East Wales; clearly Cardiff represents a city that continues to attract new people and businesses. Cardiff City Region is therefore well-placed to lead economic growth across South Wales.
28. The increased attractiveness of Cardiff as a place to do business is reflected in regional commuting patterns. Inward commuting from the city region into the city centre is on the rise: according to the 2011 Census, 41% of Cardiff's workers commuted in from elsewhere, up from 37% in 2001. Proposals to develop the M4 will make Cardiff even more accessible; the local network will need to be enhanced in order to handle the influx of commuters.
29. The increased population and widening commuter patterns will place even greater strain on existing infrastructure including transport, housing and energy. Jobs growth will also be required to keep pace with the influx of population. This is of particular issue for the wider city region, where job numbers contracted by 3.6% between 2004 and 2013 (jobs in the city centre, on the other hand, increased by 3.1% over the same time period).⁵
30. Transport will need to play a key role in linking deprived areas in the tier 1 hinterland to the opportunities in the city and along the coast and will undoubtedly form a key part of the proposed Infrastructure Fund, although it is important to stress that the actual mix of schemes will depend on the outcome of a rigorous prioritisation exercise.



31. A City Deal and Infrastructure Fund offers a mechanism to help the Cardiff City Region begin to unlock its growth potential through targeted investment. Without this type of investment, infrastructure bottlenecks (e.g. in transport and housing) created by population growth and increased commuting, along with skills gaps, will stifle the region's economic growth and leave the potential represented by the 'Tier 1' and 'Assisted' areas untapped. The right kind of infrastructure is also essential to promote productivity by improving

⁵ EMSI Employment database

connectivity (e.g. between businesses) directly and by enabling greater agglomeration through increased economic density.

32. Against this background, and drawing on the forecasts of what other cities expect to achieve in terms of economic returns from their funds per £ spent, the CCR wants to set an ambitious target of a permanent improvement to the fiscal bottom line of the 10 authorities of at least 5% p.a. through an initial 10 year programme. Although detailed modelling of potential projects and pilot schemes, which is essential if returns are to be maximised, have yet to be undertaken the metrics from other Infrastructure Funds suggest that this is an achievable ambition.
33. At this stage, the type of infrastructure in scope for the fund has been broadly defined since in practise there are many forms of investment that can drive growth and assist in reducing dependency, but the focus areas are likely to be:
 - Transport;
 - Housing;
 - Regeneration; and
 - Energy
34. The attached appendix provides examples of projects that have performed well in prioritisation exercises used for infrastructure funds in other city regions.
35. The objective of improving Cardiff City Region's infrastructure is in line with both national and devolved government objectives:
 - The UK Government's ['Plan for Growth'](#) establishes infrastructure investment as a key priority alongside supporting local growth through City Deals.
 - Additionally, the Welsh Government's ['Economic Renewal Strategy'](#) sets investment in infrastructure as its top priority. It is supported by the ['Wales Infrastructure Investment Plan \(WIIP\)'](#), which prioritises national infrastructure investment to stimulate the economy and support jobs.
 - Lastly, the Cardiff City Region Board's recent report ['Powering the Welsh Economy'](#) highlights the case for change in the region, but also the role of connectivity and transport infrastructure as a key drivers of the city region economy.
36. Again drawing on analysis of the city deal infrastructure programmes in other cities, the potential benefits of this investment to the UK and Welsh Governments would be significant. A 5% improvement in the bottom line of the combined economies of the 10 CCR authorities could be expected to deliver net improvements worth over £200m a year based on a net fiscal deficit of around £4bn pa today.
37. On the Glasgow precedent (as well as others), the maximum annual payments from the two Governments combined (i.e. assuming the PbR metrics were met) would likely be in the range of 10-20% of this, meaning that under success 80%+ of the total fiscal benefit would be retained by the Government(s).

Targeting the fiscal 'bottom line'

38. The CCR authorities want to target the fiscal bottom line through the investment fund from the outset. This has not been done by any of the city deal funds established to date and

means developing the economic prioritisation approach used by other Infrastructure Funds so as to align it better with the “bottom line” objective.

39. The reality is that a properly targeted infrastructure fund can deliver bottom line fiscal gains by reducing welfare costs (reduced national spend) as well as by promoting productivity (increased national tax take). A holistic approach is therefore not just about adding initiatives that address issues such as complex dependency and interactions between health and social care budgets to a city deal package built around an Infrastructure Fund, it is also about how the infrastructure fund itself operates.
40. The CCR authorities therefore intend to expand on the net GVA metric adopted for the other City Deal Infrastructure Funds by turning it into something that also captures what infrastructure can do to address dependency levels, reflecting the fact that the CCR accounts for more than a third of the UK's remaining ‘a’ area (Tier 1) population. This is likely to produce a different programme to one that focuses solely on the top line, increasing overall fiscal returns to the two Governments per £ spent.

Roadmap for the next year: The Gateway Process

41. CCR is targeting detailed discussions with the two Governments in autumn of 2015, with a view to reaching agreements by the spring of 2016. This would provide a basis for informing the anticipated post-election spending with the broad parameters of a deal leaving the details to be settled afterwards.
42. At a high level this will entail CCR to:
 - Build consensus at city region level and define the geography of the City Deal;
 - Create the analytical framework for measuring impacts (other cities provide a precedent for prioritising and appraising interventions on the growth side of the equation, but pursuing the public expenditure side of will involve breaking some new ground);
 - Agree baselines with central government against which to measure improvements, and demonstrate local additionality;
 - Create appropriate joint working arrangements and governance structures across the city region.
43. The city and its partners will secure local agreement using the ‘gateway process’ employed by other cities:

Gateway One	Gateway Two	Gateway Three	Gateway Four
<ul style="list-style-type: none"> ▪ Agree the types of investments for inclusion ▪ Agree objectives / metrics for appraising performance, including 'programme minima' (these are minimum requirements for the programme as a whole and ensure it delivers balance across the city region) ▪ Design analytical framework that can target the fiscal bottom line (the CCR fund would be the first to do this) ▪ Agree instructions for working up individual potential interventions ▪ Define local funding sources "in play" (but not the level of contributions) 	<ul style="list-style-type: none"> ▪ Test modelling suite and sign-off that it is fit for purpose ▪ Sign-off on medium list of interventions ▪ Agree funding scenarios to be developed ▪ Engage with potential partners and governments on scale of contribution / devolved funding on offer and potential PbR mechanisms 	<ul style="list-style-type: none"> ▪ Present prioritisation of individual interventions ▪ Refine package to ensure that programme minima are delivered at each funding scenario ▪ Iterate with potential funders and governments on co-funding / devolution propositions ▪ Agree PbR proposal to the two governments 	<ul style="list-style-type: none"> ▪ Present final shortlist of "compliant" funding scenarios – i.e. those that maximise the lead metric and deliver the programme minima ▪ Decide on the level of local funding commitment ▪ Design the necessary delivery and governance reforms ▪ Agree terms of PbR deal with the two governments

44. The project plan on the following page sets out the timeline for Cardiff and its partner authorities for targeting an announcement at the next Spending Review.



Appendix: Examples of Infrastructure Fund Projects

The table below provides a few examples of the types of infrastructure projects included in other funds throughout the UK.

The first project listed – the West Yorkshire Bus and Road Network Upgrade – will be of particular interest to Cardiff City Region. The bus package routes were specifically designed to help improve link deprived communities with new job opportunities in the city centre.

Leeds City Region Transport Fund	
Core Bus and Road Network Upgrade	<p>A comprehensive and substantial upgrade of all core routes across West Yorkshire to reduce congestion, improve reliability and speed up journey times. Route-by-route, a mix of measures will be applied to tackle congestion hotspots, improve junctions, manage parking better whilst improving conditions for pedestrians, cyclists and local businesses and communities.</p> <p>The bus element is targeted at reducing operating costs by reducing journey times, converting the bus fleet to low carbon and improving passenger information. The bus element of the package was critical to delivery of West Yorkshire’s requirement for balance in terms of the distribution across the city region of the improved employment prospects, particularly in deprived areas. It will also serve to increase the impact of the fund on dependency costs in West Yorkshire.</p>
City Centre Packages in Leeds, Wakefield, and York	<p>Substantial enhancements to the public transport infrastructure and public transport priority measures within each city centre. Includes a new bus interchange and railway station improvements. Improves accessibility to employment in central York and widens accessible labour market. Likely to improve bus journey times and service reliability.</p>
Highway Network Efficiency Programme	<p>This scheme tackles congestion across West Yorkshire with improvements to traffic control systems and integrated traffic management centres. This will facilitate the creation of management plans for specific corridors tailored to reduce congestion and delays. It will also provide better resilience to extreme weather events.</p>
Additional Examples from the Glasgow City Region Infrastructure Fund	
Waterfront & Riverside	<p>Includes a package of interventions to improve road links around the river crossing to Renfrew. This will also include enhancement of the strategic green network links between city centres. The development of transport infrastructure will improve connectivity and unlock development opportunities afforded by the proximity of Glasgow Airport.</p>
City Centre Public Realm	<p>Substantial public realm improvements throughout the city centre. This will also include implementation of traffic management, bus priority and local cycle infrastructure.</p> <p>The project builds on significant improvements in the lead up to the Commonwealth Games and will deliver public realm improvements and improved access to employment to deprived areas in the East End of Glasgow.</p>
Ocean Terminal	<p>Greenock Ocean Terminal has become an important cruise port and a major player in Scottish tourism as a gateway for overseas visitors but demand is exceeding capacity. Works will allow the quay to be extended and develop derelict land as part of the Ocean Terminal Facility.</p> <p>Creating additional quay capacity is central to unlocking the potential for cruise tourism and ensuring both the Greenock Ocean Terminal and cruise activity can continue to grow and capture economic value for Scotland and the Region.</p>
Additional Examples from the Greater Manchester Transport Fund	
Metrolink Extension	<p>Includes expansion of Metrolink to Rochdale, replacement of existing railway line, and tram replacement programme.</p>
Road Bypass and Park and Ride	<p>Various road improvements including the Manchester Airport Relief Road, a town centre bypass, and new park and ride facilities across Greater Manchester.</p>

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

WORKFORCE STRATEGY

**REPORT OF THE CORPORATE DIRECTOR RESOURCES
AGENDA ITEM: 6**

PORTFOLIO : CORPORATE SERVICES & PERFORMANCE (COUNCILLOR HINCHEY)

Reason for this Report

1. To seek approval from Cabinet for a Workforce Strategy, attached as Appendix 1, in order to strengthen links between business, financial and workforce planning, particularly during this period of financial challenge and rapid organisational change. Approval is also sought for an integral element of the strategy, the Employee Charter, which is attached as Appendix 2. The Workforce Strategy and the Employee Charter are a response to a range of challenges the Council is facing and issues raised by the Wales Audit Office in September 2014 as part of the Corporate Assessment and WLGA Peer Review In October 2013.

Background

2. Various Cabinet reports have made it clear that in order to achieve financial stability, the Council will need to deliver less services directly, employ fewer staff and deliver direct services much more efficiently. Alternative and innovative options for services will need to be found. The Council is experiencing a period of significant change as a result of these unprecedented financial challenges within the wider public sector. Changes are also being driven by demographic and social changes along with the ever increasing expectations from citizens in terms of quality, style and speed of service.
3. The Council is currently undertaking service reviews in order to explore various service delivery options to ensure the budget shortfall is met over the medium term. The Council's key aims of making a better future for the city, creating opportunities for all, prioritising education and helping those that need it most remain at the heart of everything we do. However, the scale of the financial challenge ahead is such that reductions in service delivery are inevitable and the Council will need to go through a sustained period of radical change in response to these challenges. Consideration also needs to be given to longer term strategies as the economy stabilises. This change agenda will have fundamental implications for our workforce as we will need to be clearer about how we shape and plan our workforce to meet future challenges.

4. The Council has established a Challenge Forum through which senior Members, officers, and peer advisors can assess and challenge both the direction and rate of change and improvement in the Council. Through this Forum, the Council commissioned a review of performance management arrangements, resulting in a further strengthening of the challenge provided in Member and officer fora, as well as supporting scrutiny to improve the effectiveness of their role in performance management.
5. Following the Chief Executive's report to Cabinet in May 2014, a 3 year Organisational Development Programme has been established to respond to the continuing financial challenges with recognition that the business as usual mindset alongside indefinite "salami slicing" of budgets is no longer an option. To stay as we are will lead to a steady decline in the quality and availability of public services, dissatisfaction amongst those in receipt of those services and poor staff morale. It is clear that a new organisational model is needed. The Organisational Development Programme includes a number of work streams delivering the fundamental changes needed to ensure sustainability. The Engagement and Improvement work stream is addressing the urgent need to make excellent performance planning and management the norm across the Council, incorporating action on employee engagement and development, communications, performance management etc. In addition to ensuring employees feel fully engaged with their work and understand the Organisation's challenges and priorities, this work stream will also include the development and implementation of rapid and sustained performance improvement in priority areas.
6. This programme, which is now in place, looks at specific areas where there is the capacity for change and works to:
 - Review the way services are delivered to meet demand;
 - Widen opportunities for people and communities to shape the services they receive;
 - Identify delivery models that may be established to meet demand pressures and reflect budgetary realities;
 - Identify opportunities for further efficiency savings;
 - Significantly strengthen performance management;
 - Promote openness through increased citizen engagement and information sharing, enabling transparent decision making and providing clearer opportunities for people to participate in decision making processes.
7. Some of the emerging issues identified by our workforce in relation to the Organisational Development programme include:
 - The need for increased skills development.
 - The change programme will need to be prioritised and properly resourced.
 - It will be important to utilise, nurture and develop the talent we have across the Council to support a radically different organisation in the future.

- The need to understand and appreciate the pressures staff are under and provide the necessary support.
 - Transparent decision making processes are key and processes must not become barriers to achieving effective change.
 - A more joined up approach to the way in which we deliver services is required - A “One Council” ethos.
 - Partnership working will be more important than ever.
 - The need to move away from a blame culture to a learning culture.
 - The need to make more use of online services and use technology more effectively.
 - The need to explore opportunities for income generation
8. At the heart of the Council’s approach to organisational development is the principle that the workforce is our most valuable asset and that the creation of a positive and enabling culture is a primary goal. As the Council continues to respond to the challenges ahead, the ongoing contribution of the workforce will be crucial. Therefore, in order to address these matters strategically and in response to a number of issues raised previously as part of WLGA Peer Review and Wales Audit Office Corporate Assessment, a new Workforce Strategy has been developed. The development of the Strategy has been a comprehensive and inclusive consultation process involving a range of stakeholder groups including employees, Senior Managers, Trade Unions, Equality Networks, the Ambassadors Network, etc. Discussions have also taken place on the specifics of a key element of the strategy, the Employee Charter, which sets out mutual obligations and responsibilities of the Council, managers and employees.
9. The Workforce Strategy is aligned to the Corporate Plan and the Organisational Development Programme and is underpinned by the Council’s vision, together with its values of **Open, Fair and Together**. The strategy sets out clearly the key priority areas we need to address, providing an explanation for each along with an indication of the current position, what we need to focus on, how we are going to achieve this and the outcomes being sought. It also sets out the line of sight from the Council’s Performance to individual performances (PPDRs) (Appendix 2).
10. The key priorities of the strategy include:
- **Workforce Planning**- a process for identifying and addressing the gaps between the workforce of today and the human resources needs of tomorrow.
 - **Performance Management**- strengthening the link between the contribution of employees (including behaviours) and the delivery of Council priorities.
 - **Employee Voice** – creating a positive and enabling culture to ensure that the “employee voice” (views, suggestions) is listened to and acted upon.

- **Trade Union Partnership** – recognition of the importance of maintaining positive relationships with trade unions and employees.
 - **Learning & Development-** improving the skills of our workforce in order to meet the needs and expectations of our customers and the changing requirements of the Council.
 - **Health & Wellbeing** – developing an approach which ensures the health and wellbeing of employees is maintained.
 - **Employee Charter- the Cardiff Standard-** a statement setting out what the mutual expectations are between the Council, managers and employees.
11. The Strategy also reflects elements of the Partnership for Change: Reform Agenda report which Cabinet agreed on 26 January 2015. Whilst relating to budget proposals for 2015/16, the Partnership for Change report also puts in place a negotiation framework to assist with the reform of Council services. Key elements of that document are also reflected in the Workforce Strategy, namely new ways of working, partnership working with the trade unions and employees, flexible working arrangements, the move towards total reward approach and health & wellbeing.
12. Whilst all parts of the Workforce Strategy are important, the Employee Charter has been further developed and enhanced as this will be a key message within the Council. This is attached as Appendix 2 and provides an “at a glance” summary of the commitments and responsibilities of the Council, managers and employees. The Employee Charter will form part of the objective setting process for 2015/16 PPDR’s.

Reasons for Recommendations

13. The Workforce Strategy, including the Employee Charter, sets out a framework of priorities , responsibilities and commitments necessary to create a culture that supports a flexible, skilled, engaged and diverse workforce in order to support the Council going forward.

HR Implications

14. This Workforce Strategy (Appendix 1) is being recommended for agreement in order to respond to a range of challenges the Council is facing and as part of the overall response to issues raised as part of last September’s Wales Audit Office Corporate Assessment and WLGA Peer Review. In October 2013 As part of the Engagement & Improvement work stream within the Organisational Development Programme, this strategy has been developed in order to safeguard future service delivery models and to improve the contribution employees make to delivering the Council’s priorities through effective management and engagement. The attached Strategy sets out how the Council will achieve the required changes within the workforce in a structured, planned and fully consulted way.

15. As upskilling of the workforce to meet future challenges is only part of the solution, the strategy also needs to ensure that employees feel fully engaged with their work and have a clear understanding of the Council's challenges and priorities in order that their contributions to delivery can be maximised.
16. The Employee Charter (Appendix 3) is an associated and important deliverable and sets out the mutual perceptions and obligations between the Council, managers and employees. It sets out a framework to help focus expectations within a complex and diverse organisation and promote positive relationships and good employment practice as a necessary part of achieving the Council's vision, values and priorities.

Legal Implications

17. The Workforce Strategy, and the Employee Charter, will not be contractual documents. The documents reflect:
 - the context (including the Corporate Plan and financial and demographic pressures) for the need for change;
 - the Authority's approach to better aligning workforce development to achieve the Organisational Development agenda;
 - the basis on which the Authority, managers and employees will need to work together including the expectations that each will need to have of the others in order to achieve the necessary outcomes

Financial Implications

18. As set out in the report the Council is facing unprecedented financial challenges as a result of both reduced funding from Welsh Government and also increasing financial pressures alongside increasing demand for our services. The Medium Term Financial Plan identified a budget reduction shortfall of £120.114 million for the period from 2016/17 to 2018/19. Against this backdrop and given the significant of the cost of employees within our budgets it is vital that the Council has a Workforce Strategy in place which supports the organisation and employees as we move through a period of rapid change.
19. There are no direct financial implications as a result of this report and the development of any initiatives in support of the strategy will need to be taken forward from within existing budgets

RECOMMENDATIONS

Cabinet is recommended to:

1. Agree the Workforce Strategy as attached as Appendix 1.
2. Agree the Employee Charter, attached as Appendix 3.

CHRISTINE SALTER

Corporate Director
27 March 2015

The following appendices are attached:

Appendix 1: Workforce Strategy

Appendix 2: Line of Sight

Appendix 3: Employee Charter

FOREWARD BY CHIEF EXECUTIVE

Responding to the financial and delivery challenges facing the Council will require change, but whatever the future shape of the organisation the workforce will remain our most valuable asset.

There is no underplaying the importance of the workforce. Staff are responsible for delivering highly valued services across the city and its communities, successfully, every day.

We recognise however that the skills that have served the Council well in the past must be developed and evolved. A leaner and more flexible organisation that is responsive to the needs of communities will require new skills and competencies and a commitment to ensuring our new Values, Open Fair Together, underpin everything we do and how we work together.

This means that the workforce must be at the centre of the organisation, supported by investment and an effective development strategy. It is crucial because delivering the Organisational Development Programme to safeguard the long term sustainability of Council services can only be achieved through an engaged workforce with sufficient capacity and appropriate competencies.

Equally, we must breakdown any barriers to innovation and creativity by enabling and empowering the workforce to deliver. An emphasis on enabling solutions will require understanding the needs of staff, open communication and removing traditional barriers of hierarchy. The Council can no longer afford to be a top down organisation that does not fully engage with the creativity and ideas of its workforce. That is why employee engagement will be as important as employee development if we are to deliver effectively.

The employee charter is an important statement of intent. As a consequence of consultation and engagement we have formally agreed a set of principles and commitments that employees, managers and senior managers will uphold to create the right environment for achieving success.

Fundamentally however, ensuring the organisation has the right skills, knowledge, attitude and behaviours will require a well-resourced and targeted approach.

The Workforce Strategy will allow us to deliver this.

1. INTRODUCTION

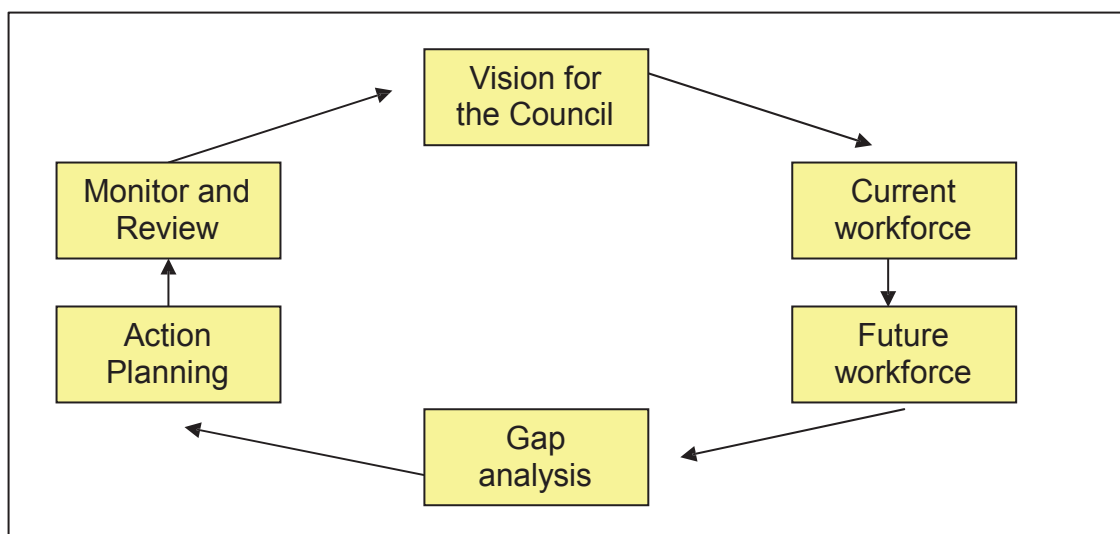
- 1.1 Having the right people, with the right skills, in the right place, at the right time and at the right cost is critical to us achieving our objectives. Furthermore, ensuring employees want to work for us, feel they are treated with respect and they are supported as individuals, in accordance with the Council's Values is imperative to ensuring the Council retains a talented workforce.
- 1.2 To do this we need an integrated holistic Workforce strategy that considers all of the activities and sets out what we need to do, and how we will measure success. This integrated strategy builds on the traditional building blocks of HR such as recruitment, equality and diversity and attendance management. It sets out how the Council will address its key priorities to ensure we have the Right People, with the Right Skills, in the Right Place, at the Right Time and the right cost.
- 1.3 This strategy sets out our key priorities to create a culture that supports high performance and enables a flexible, skilled, engaged and diverse workforce. This strategy builds on the People Strategy by recognising the valuable contribution employees make in delivering our services. The Workforce Strategy has been shaped by the aims, vision and values of the City of Cardiff Council. It sets out the commitment to strengthen and make increasingly explicit the link between business, financial and workforce planning particularly during this period of financial challenge and rapid organisational change.
- 1.4 This includes performance management, employee development, workforce planning and flexible working arrangements. These newer developments will allow us to continue to deliver excellent service against a background of a reducing workforce.
- 1.5 The traditional public service models of service delivery are being Challenged and alternative and innovative options for service delivery will need to be found.
- 1.6 The Council recognises that to deliver the Council's objectives we will need to engage effectively with our employees to inspire and encourage them to generate ideas and participate in improving how we deliver our services. We also need to continue with our development programmes and respond proactively to the feedback we get through our employee engagement activity.
- 1.7 Our employees need to clearly understand what we need them to do, and why it's so important. As an employer, we need to understand the thoughts, views, and concerns of our workforce and most importantly how our workforce can help shape, and contribute towards the solutions which will help us meet our future challenges. The implementation of this Workforce strategy will ensure the Council can unlock the full potential of its workforce.

The purpose of this workforce strategy is to set out the workforce priorities over the next three years and the actions we need to achieve the Organisational Development agenda.

2. THE NEED FOR WORKFORCE PLANNING

2.1 Workforce planning is a process for identifying and addressing the gaps between the workforce of today and the human resource needs of tomorrow. The approach for the Council will be on the basis of the following sequential steps:

- Seeking to set out the strategic vision for the Council (as set out in the Corporate Plan 2015 - 18) and the implications for the delivery or commissioning of services over the next four years
- Conducting an analysis of the current workforce within the Council and the issues which may affect the supply of human resources over the next 4 years
- Seeking to anticipate the demand for future human resources as a result of the above and specifically the sort of skills and competencies required of our future employees
- Bringing together an action plan to 'bridge the gap' between our current and future workforce needs. This will, in turn form the basis for the Council's Workforce Strategy.
- Establishing mechanisms for monitoring and refreshing the plan and sustaining the workforce planning process



2.2 The Workforce Strategy sets out the corporate and cross cutting actions to ensure the Council meets future workforce needs and will be based on workforce planning work that has been undertaken in each Directorate.

3. THE COUNCIL'S VISION

3.1 The Council's Vision is for Cardiff to be Europe's most liveable Capital City which means achieving 7 city wide shared outcomes:

- People in Cardiff are safe and feel safe
- People in Cardiff achieve their full potential
- Cardiff has a thriving and prosperous economy
- Cardiff is Fair Just and Inclusive
- People in Cardiff are healthy
- People in Cardiff have a clean, attractive and sustainable environment
- Cardiff is a great place to live, work and play

3.2 The Council has also agreed a set of values as part of an inclusive consultation process and these will underpin the OD Programme and will guide the Council through the coming period of change:

- **Open:** we are open and honest about the difficult choices we face and allow people to have their say on what's important to them and their communities
- **Fair:** we champion fairness, recognising that with less resource, we need to prioritise services for those who need them most
- **Together:** we work with our communities and partners across the city to deliver the best outcomes for the people of Cardiff.

3.3 In order to provide a clear focus on the areas that need greatest improvement priorities have been reduced in number. The Council has therefore confirmed the overriding importance of the priorities in the Corporate Plan, whilst recognising that the way in which these are delivered may need to change:

- **Education and skills for people of all ages-** we remain committed to helping all citizens and communities to achieve their full potential , ranging from the provision of first class learning opportunities to supporting those who are not in education, employment or training
- **Sustaining economic development as the engine for growth and jobs-** we remain committed to helping create the conditions that will enable businesses to succeed, more and better jobs to be created and quality business environment and supporting infrastructure to be secured.

- **Supporting People in vulnerable situations-** developing a better understanding of the needs of communities enabling resources to be targeted effectively and social justice to be promoted
- **Working with people and partners to design and deliver services.** Taking forward a programme of organisational development which will address issues around performance management, governance, finance and service delivery thereby driving a more customer and community focussed agenda, enabling the Council to respond positively to challenges over next few years

3.4 The following agreed principles will underpin the development of the organisation over the next three years.

- **Creating services with people** – through working with the people and communities services can be designed and delivered that respond to their specific needs. .
- **Creating a city for people** –Through designing and developing the city in a way which puts people first, Cardiff can achieve its ambition of becoming Europe’s most liveable capital city.
- **One Council, One Cardiff** - the way that the Council is organised in the future needs to reflect the fact that the Council is one organisation with clear priorities and processes that allow the most efficient use of resources.
- **Working beyond our boundaries** –working with neighbouring authorities on public service delivery and on strategic development will need to be accelerated..
- **Investing in prevention and early intervention** – the Council must become a predominantly pro-active , identifying early interventions and developing solutions with people and partners that will reduce future demand.
- **A strong commercial focus** - in a difficult financial environment it will be important to provide new income streams and reduce current operating costs including the potential for the capacity to trade ..
- **Exceptional performance management** – this will be crucial if rapid improvements are to be made in the quality of outcomes delivered for the city.
- **A Council that values openness and engagement** – due to the scale of the challenge, it will be important to clearly explain the issues to local people, communities, partners and staff; listen and act.

- **A strong commitment to developing our workforce** – although the workforce will reduce, intensive development of values, skills, knowledge, and behaviours to deliver the new operating model and proactive steps will need to be taken to attract, develop and retain talent.
- **An organisation that embraces new ways of working** – new approaches to delivery will play a key part in ensuring the sustainability of public services.

4. THE CONTEXT FOR THE FUTURE

4.1 Whilst the vision and priorities are clear, the context for the delivery of those priorities is increasingly challenging due to.

Financial Pressures

4.2 The concerns around the financial pressures across the public sector have been, and continue to be the subject of much commentary. The actions set out in the Corporate Plan will take place against a backdrop of a deepening crisis in public finances. The reduction of the budget deficit remains the most urgent issue for the current UK Government, the consequence of which has been substantial reductions in public sector funding over the last few years.

4.3 Despite already implementing significant budgetary reductions, the Council's latest projections estimate a further revenue shortfall of some £120 million over the next few years. This will require a significant increase in the pace and scale of service review and an increased focus on partnering, collaboration and seeking alternative methods of service delivery. For our staff it will require a reduction in the numbers employed and an increase in the performance expectations of those remaining.

Demographic Challenges

4.4 Cardiff continues to rank as one of the fastest growing UK core cities with the city's population projected to increase by 14.5% between 2011 and 2026. People are also living longer with long term health problems demanding complex, multifaceted and resource intensive care support. These long term trends will have a major impact on Council services such as schools, care for the elderly, housing and waste management. At the same time, as a result of the recent economic downturn, an increase in demand for social and community-based services is placing additional pressure on the social infrastructure. Consequently the approach to service delivery and workforce planning will be shaped by demographic change over the next few years and in particular the increasing age profile of the population. The number of people over 65 years is expected to

grow by 22% and those over 90 by 42%. As people are living longer, the demands for complex and resource intensive services will increase

The need for continuous improvement

4.5 As the Council adjusts to the impact of significant levels of cuts, continuous improvement of council services will remain essential. The WLGA-led peer review and assessments of key areas, such as educational attainment and children's services, underline the need for sustained attention to be given to the performance of core services that are key to the Cabinet's agenda for Cardiff.

Cardiff's development as a European Capital City

4.6 The Cabinet aims for Cardiff to become Europe's most liveable capital city. The delivery of this ambition will be underpinned by new partnerships arrangements between the Council, Welsh Government, the city-region and the private sector. Though evidence suggests that the city is on the verge of a new cycle of investment, despite a strong performance in the Welsh context, the city's economic performance has dipped in international terms, and more work needs to be done if Cardiff is to play its part in sustaining economic recovery in Wales.

Legislative and political changes

4.7 There is currently a range of new legislative and political requirements which will affect the way we provide services, our engagement with the community and the increasing need to collaborate in the delivery of services, for example, Welsh Government's priorities for Social Care, Education reform as well as UK/EU Government reforms.

Technological changes

4.8 Direct service delivery will need to continue to change in line with the increasing expectations from service users about when and how services are provided. We will need to maximise the use technology to deliver services, in the way that we extend access and choice in relation to our services. An example of this will be the increased focus on mobile technology to underpin the delivery of front line services. This will in turn require a more flexible workforce and enable a more effective use of accommodation. This will depend on the continuing investment in underpinning technology, the harmonisation of work and mobile communication devices and the continual updating of the ICT skills of our employees. The Council will need to embrace the continuing advances in technology in order to keep pace with the expectations of our customers and to maximise opportunities for service development.

Changes in Service Delivery Approaches

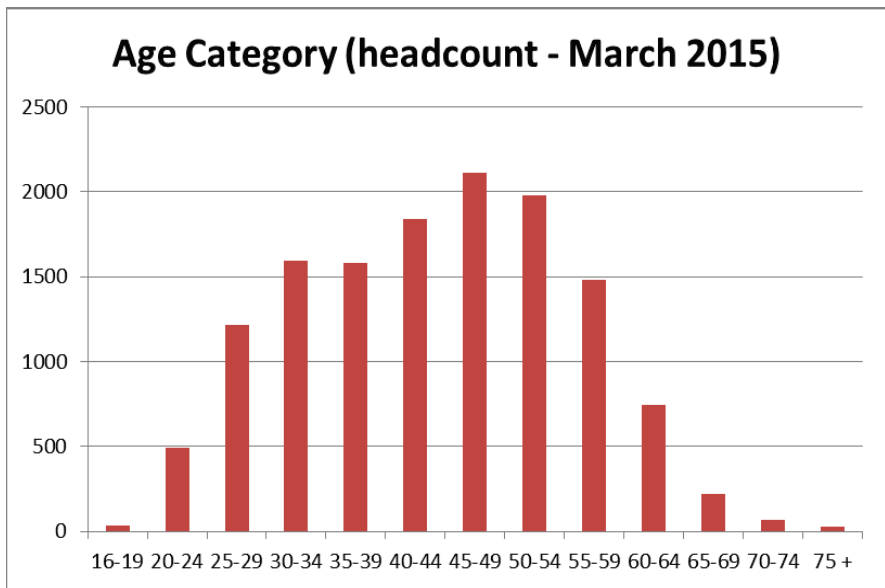
- 4.9 The change agenda has major implications for the way public services are provided. Increasingly the role of the Council is becoming one of enabling and commissioning services from providers and/or working alongside other agencies to provide services. This will be necessary to ensure the sustainability of services and in recognition that we will not always be best placed to deliver services.
- 4.10 The increasing emphasis on robust commissioning arrangements in social care, the move to regional consortium arrangements for the provision of support to schools and the increasing incidence of partnering arrangements across the range of our services is a pattern that will continue. As pressures increase, so too will the need to explore other delivery models .It will be important to build the capacity of managers to deliver within these changed arrangements and ensure our workforce has the prerequisite skills, for example, cross-agency working, project management, commissioning and contract design/monitoring.
- 4.11 There has been an increase in pace in relation to collaboration and the human resource implications of this will be significant.

Need to prepare for the upturn

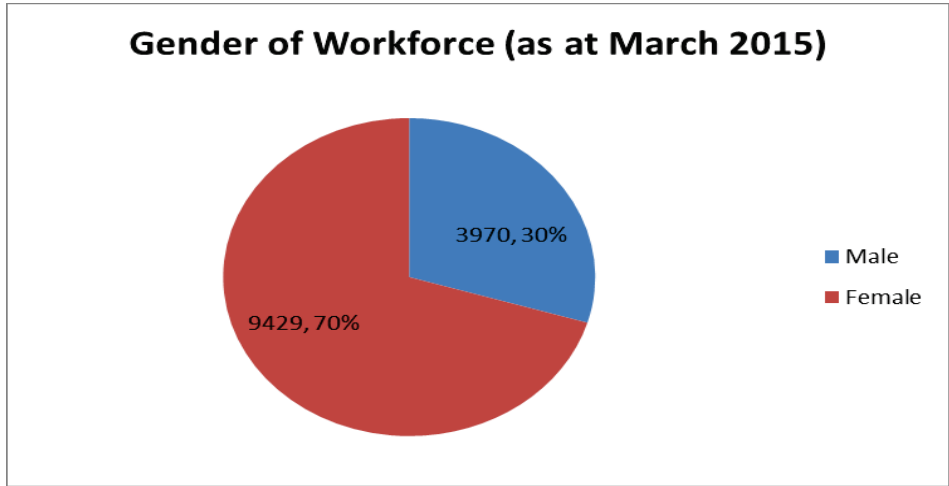
- 4.12 Current planning arrangements are understandably focused on managing the short and medium term effects of the economic recession. However some consideration also needs to be given to the longer term staff engagement strategies as the economy stabilises.

5. A PROFILE OF OUR CURRENT WORKFORCE

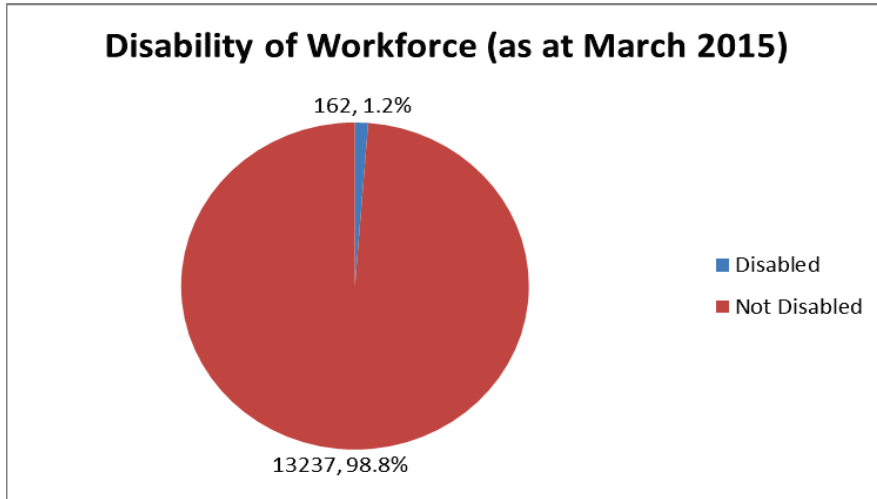
- 5.1 The Council's workforce is its most valuable asset. Our workforce of over 14,000 is highly diverse and complex , reflecting the range and types of services which the organisation delivers.
- 5.2 The workforce is committed to delivering high quality services to customers and citizens. Key facts include:
- Employees' salaries account for approx. 65% of Council's Net Expenditure
 - 52 % of employees work less that full time hours (i.e. part time or casual)
 - 49% of workforce aged 45 and over
 - 4% of workforce under 25



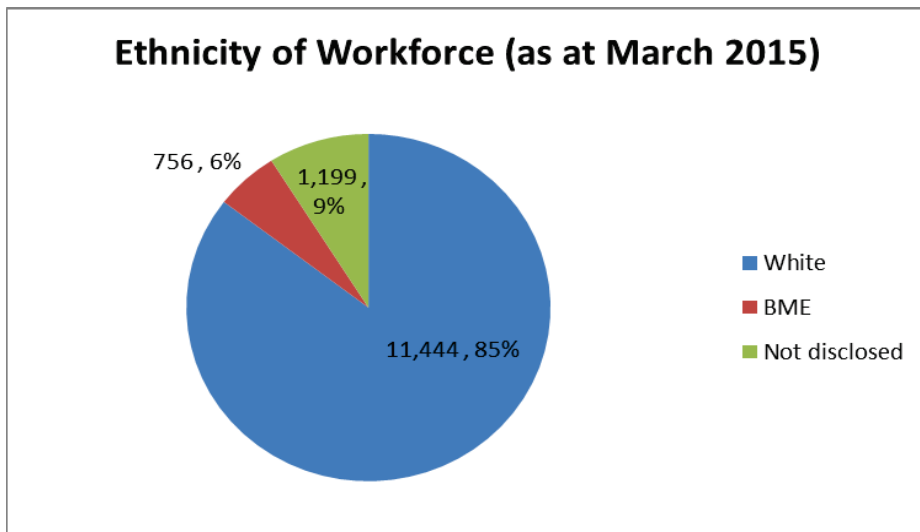
5.3 The age profile of our workforce has not changed significantly over the last two years despite the general ‘aging’ of the population as part of external demographic trends. Some 34% of our employees are now over 50 compared with 13% of employees being under the age of 29.



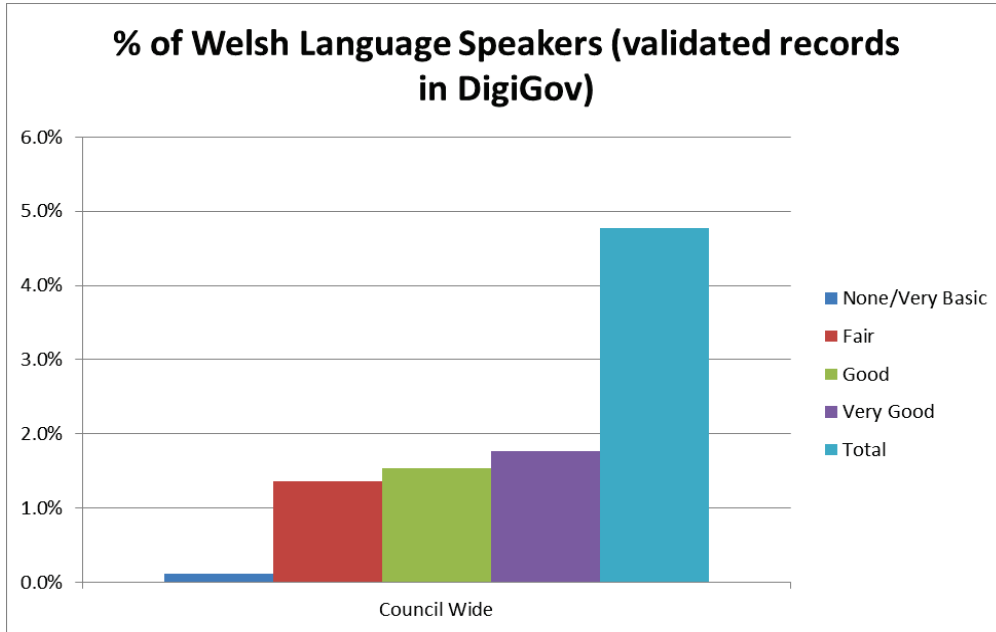
5.4 Of our permanent workforce 70% are women and 30% men. This is a typical gender profile within a local authority as is the percentage of women working on a part time basis (34%) compared with the percentage of part time men (14%). Over the last two years however there has been a net increase in the percentage of both men and women working on a part time basis.



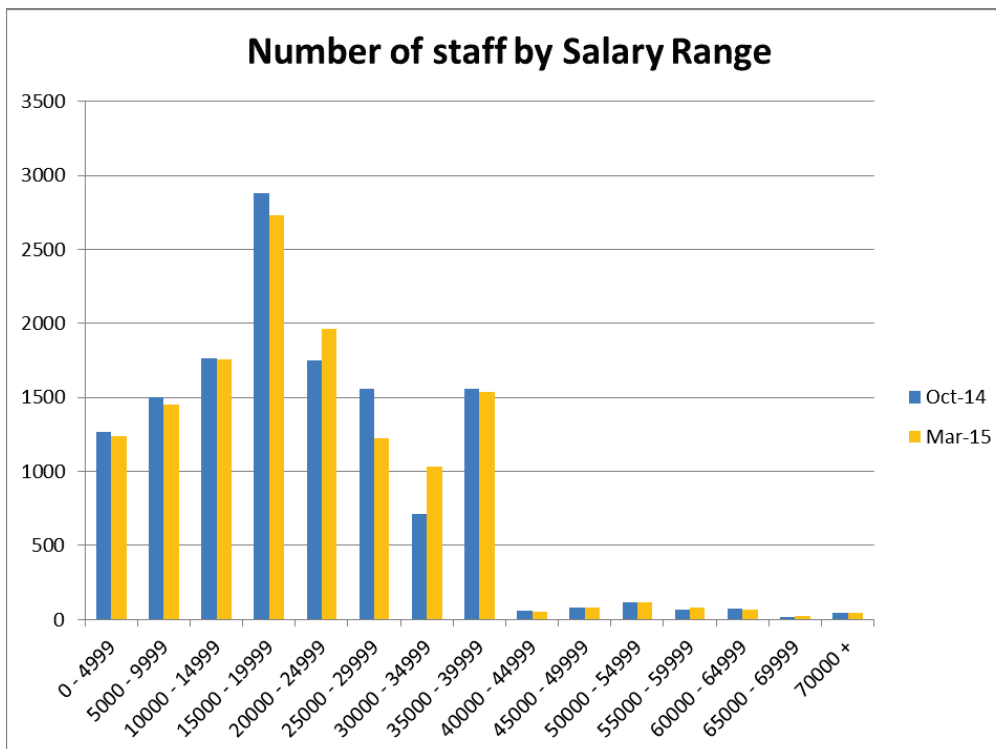
5.5 The proportion of employees in the Council who indicate that they have a disability was 1.5% as at 31 March 2014. This has reduced to 1.2% as recorded in March 2015



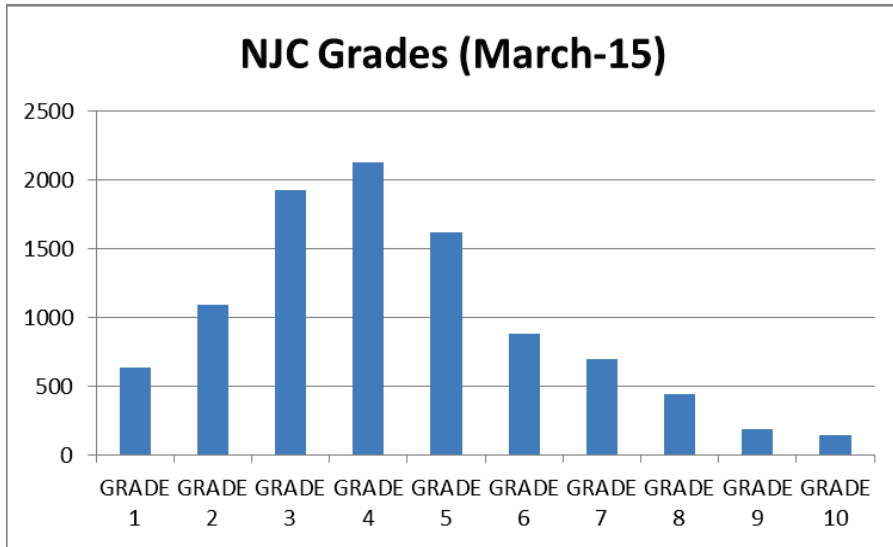
5.6 The proportion of Black and Minority Ethnic (BME) employees has increased from 4.6% to 5.5% since 2010.



The above chart shows the percentage of Welsh Speakers in the Council, as a percentage of the 4,600 staff that have validated their entries on DigiGov. Currently the overall percentage is 4.8%. The graph indicates the level of Welsh ability selected by the employee.

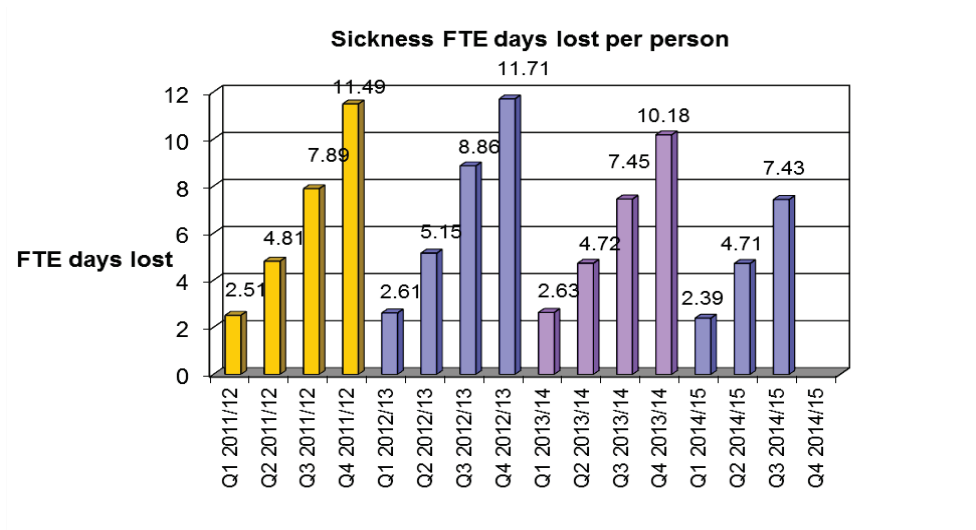


5.6 This data shows the actual salary earned in the various pay ranges. This is based on all staff and includes schools based employees such as Teachers and Deputy/Headteachers. It shows that 54% of staff earn less than £20k per annum, which accounts for a large proportion of part-time workers.



5.8 The above chart is an extract of the NJC Grades in the Council. These grades account for 73% of the grades in the Council. 76% of staff are within the Grades 1-5.

5.9 The above chart details the overtime spend during the first 6 months of 2014/15



5.10 Quarterly sickness since 2011/12. The target figure for 2014/15 is 9 FTE days lost per employee, however, at Quarter 3 the forecast figure is currently similar to the 2013/14 figure of 10 FTE days lost per employee.

Council staff FTE Numbers (Excludes Casual/Relief staff)

	Apr-14	Feb-15
	FTE	FTE
Children Services	369	383
Communities Housing & CS	1,025	971
Democratic Services	93	70
Directorates	4	4
Economic Development	117	110
Education & Lifelong Learning (exc schools)	1,094	998
Education Schools	5,473	5,451
Environment	639	565
Health & Social Care	700	628
Resources	833	819
Sport Leisure & Culture	750	642
Strategic Planning H&T&T	379	326
Grand Total (FTE)	11,476	10,967
Exc schools	6,003	5,516
Schools	5,473	5,451
schools % of Council FTE	47.7%	49.7%

5.11 The above table details the comparison between the FTE staff numbers of April 2014 and February 2015. There has been a reduction of approx. 500 FTE's, with the majority of reductions coming from the non-schools Directorates. Schools now account for almost 50% of the Council's FTE staff. The Feb 2015 figures include the FTE reductions as part of the workforce package.

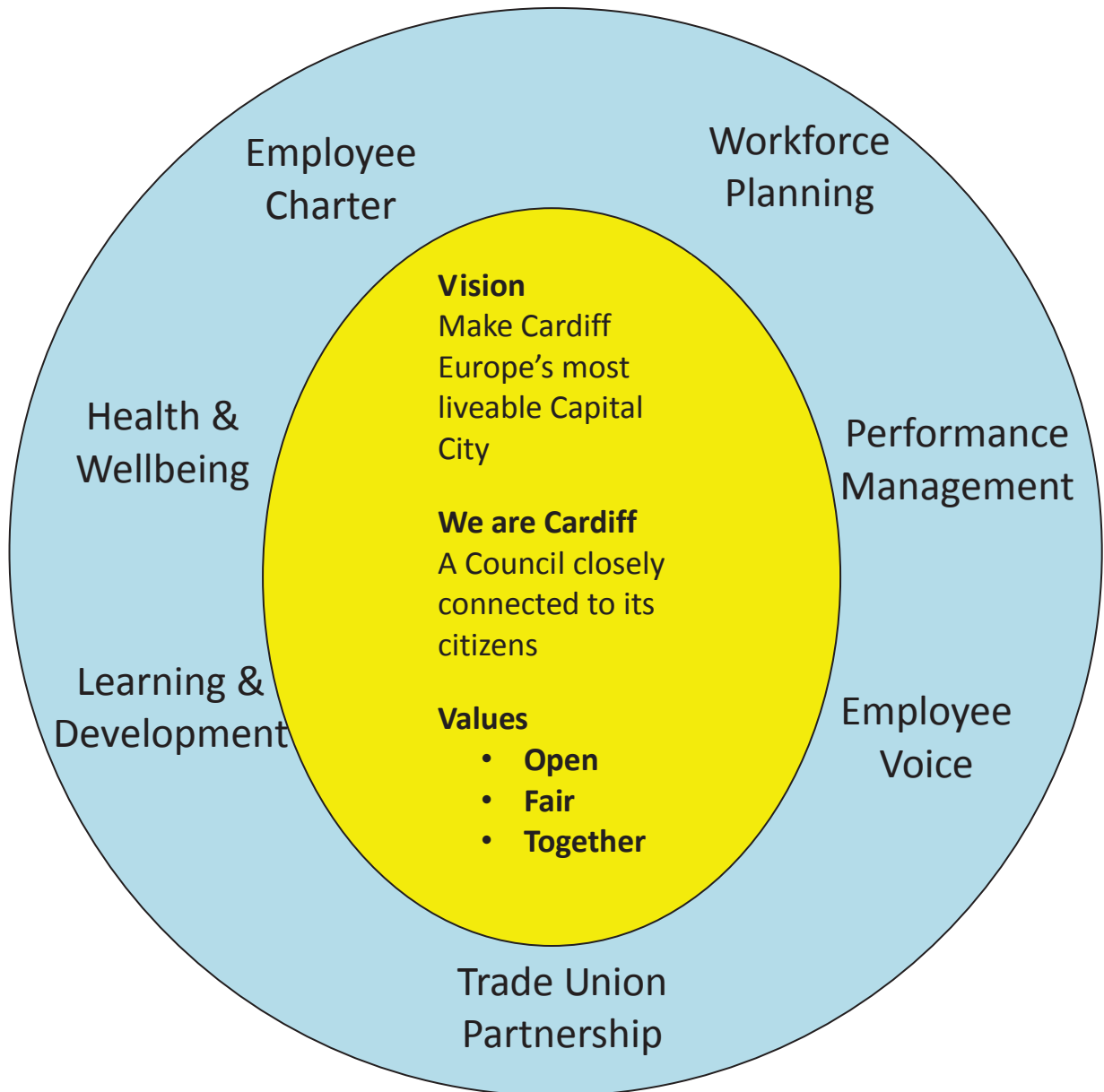
6. OUR FUTURE WORKFORCE: THEMES AND PRIORITY ACTIONS

6.1 The Workforce Strategy incorporates 7 key priority areas that will need to be addressed, namely:

- 1) **Workforce Planning**- a process for identifying and addressing the gaps between the workforce of today and the human resources needs of tomorrow.
- 2) **Performance Management**- strengthening the link between the contribution of employees (including behaviours) and the delivery of Council priorities.
- 3) **Employee Voice** – creating a positive and enabling culture to ensure that the “employee voice” (views, suggestions) is listened to and acted upon.
- 4) **Trade Union Partnership** – recognition of the importance of maintaining positive relationships with trade unions and employees.
- 5) **Learning & Development**- improving the skills of our workforce in order to meet the needs and expectations of our customers and the changing requirements of the Council.
- 6) **Health & Wellbeing** – developing an approach which ensures the health and wellbeing of employees is maintained.
- 7) **Employee Charter- the Cardiff Standard**- a statement setting out what the mutual expectations are between the Council, managers and employees.

6.2 The Workforce Strategy is aligned to the Corporate plan and the Organisational Development Programme and is underpinned by the Council’s vision together with its values of Open, Fair and Together. The strategy sets out clearly the key priorities of the strategy providing an explanation for each, along with an indication of the current position, what we need to focus on, how we are going to achieve this and the outcomes being sought in each of these priority action areas.

The Workforce Strategy



Workforce Planning

6.3 Workforce Planning is a continual process used to align the needs and the priorities of the organisation with those of its workforce to ensure it can meet its legislative, regulatory and service requirements and organisational objectives. It ensures the right people with the right skills in the right place at the right time and at the right cost. In recognition of the shift away from Directorate and silo based working the council will develop a strategic workforce planning approach.

Current Position	What we need to focus on	How are we going to achieve this?
<p>The organisation is currently working to identify the following:</p> <p>What sort of workforce do we need to achieve the service, Council and partnership key objectives</p> <p>How does the current workforce compare to what we need e.g. skill shortages, attitudes, diversity, age profile</p> <p>What is context e.g. changes in the local labour market</p> <p>What are we going to do to develop, attract and retain the workforce we need to be successful</p> <p>Review of the Workforce Planning Approach</p>	<p>Identify suitable approaches to best support the various service delivery models to enable execution of the Corporate Plan</p> <p>Determine future resourcing strategies to ensure that the service has a sufficient supply of employees in the medium to long term</p> <p>Develop a flexible workforce where we empower employees to work where, how and when they choose, to maximise productivity and deliver the greatest value to the business</p> <p>Integrate the Business, Budget and Workforce planning processes</p> <p>Utilise technology based solutions to enable scenario planning tools.</p>	<p>Undertake a skills audit and gap analysis on future skills requirements</p> <p>Identify workforce planning strategies that directly link to the Corporate Plan objectives and Directorate Delivery Plans</p> <p>Review the current succession planning initiatives</p> <p>Design and implement a Talent Management Programme</p> <p>Encourage apprentices into public service</p> <p>Provide our employees with appropriate development opportunities and professional support</p> <p>Ensure workforce has the capacity and capability to deliver on key outcomes linked to improvement themes</p> <p>Establish Corporate workforce planning guidelines and toolkit including spans of control</p>
<p>Outcome</p>		
<p>The organisation will have a workforce that has the capability to deliver on key outcomes All employees will have the appropriate development opportunities afforded to them Fully integrated business, budget and workforce planning process</p>		

Performance Management

6.4 The Council recognises the importance of the Personal Performance Development Review (PPDR) to ensure employees have a clear view of what good performance looks like, what is expected of them and how their work contributes to the organisation. PPDR process is focused to provide an explicit link between the contribution of each employee and the delivery of Council priorities and to consider development needs including behaviours which support the culture of the Council

What we currently do	What we need to focus on	What we plan to do
<p>Individual objectives agreed in the form of a (PPDR) each year</p> <p>PPDR's occur annually with a 6 six monthly review</p> <p>They can be supplemented by monthly one to one meetings</p>	<p>Aligning and integrating processes including financial planning, business planning and workforce planning</p> <p>Ensuring that the PPDR process is meaningful</p> <p>Objectives link to the Corporate Plan</p>	<p>Ensure honest, mature analysis and reflection underpin performance reviews</p> <p>Seek to understand and reflect upon the quality, value and effectiveness of the current process</p> <p>Improve the quality of the discussion</p> <p>Recognise and acknowledge good performance & deal fairly with poor performance</p> <p>Review performance management policies and procedures</p> <p>Ensure that managers are equipped with the skills and techniques to manage both individual and organisational performance</p> <p>Ensure management accountability is managed through PDDR process</p> <p>Assess quality of PDDR through sampling and review</p> <p>Review Behavioural Competency Framework</p> <p>Develop managers to identify development needs for themselves and their teams</p>
<p>Outcome</p> <p>Employees will understand the explicit link between their contribution to the delivery of Council priorities</p> <p>Employees' performance and behaviour will be consistently measured</p>		

Employee Voice

6.5 The Council's employees are at the heart of the organisation and are its most valuable asset. Their wealth of experience on the job makes their views and suggestions key to informing the future of Council Services. Creating a positive and enabling culture will be the Council's primary goal. Communicating clearly and regularly with staff and trade unions and ensuring that the "employee voice" is listened to over this period of change is vital to improving employee morale and engagement.

Current Position	What we need to focus on	How are we going to achieve this?
<p>Refreshed Programme of Engagement introduced May 2014</p> <p>Corporate Employee Roadshows</p> <p>Roadshow Action Plan addressing key issues identified by employees developed and progress communicated to employees</p> <p>Worked with stakeholders to inform future communication and engagement activity and priorities</p> <p>Ambassadors network established, employee views used to inform the development of</p> <ul style="list-style-type: none"> • A new set of Values for the Council • The Internal Communication Strategy and Programme of Engagement 2015/16 • A new Employee Charter setting out expectations of and commitments to employees, managers and senior management <p>Director Led Engagement activity undertaken across Directorates</p> <p>'Have Your Say' sessions with CEX introduced</p> <p>Cardiff Manager Forum implemented</p>	<p>Extending the reach of the Engagement Programme with a particular emphasis on the 'harder to reach areas of the 'workforce.</p> <p>Set out principles for engagement</p> <p>Developing Directorate level communication and engagement mechanisms</p> <p>Encourage and enable meaningful and timely two way communication with the workforce</p> <p>Encourage the involvement of employees in decision making at all levels across the Council</p> <p>Developing the Cardiff Manager Forum</p>	<p>Roll out the 14/15 programme of employee engagement - including the</p> <ul style="list-style-type: none"> • Delivery of further Corporate Employee Roadshows <p>Ensuring timely two-way communication and engagement with employees through Director led employee engagement eg employee forums, directorate roadshows, etc</p> <p>Develop and grow the Ambassador Network to support the delivery of the Council's programme of engagement</p> <p>Implement the Corporate Communication Strategy which evaluates existing and proposes new channels of communication</p> <p>Introduce a new survey aligned to strategic people priorities and enablers of employee engagement. Review current approach to surveys in order to reach all employees.</p> <p>Continue to work with Trade Unions to inform the employee engagement agenda</p> <p>Work with Cardiff Managers to develop their forum</p>
<p>Outcome Employees will experience a positive and enabling culture where the Employee Voice is listened to and acted upon</p>		

Trade Union Partnership

6.6 The Council recognises the importance of maintaining good relationships with Employees and Trade Unions and, as such, is committed to working in partnership with the Trade Unions. This partnership is built on principles and practices of shared commitment between the Organisation and the people who work there.

Current Position	What we need to focus on	How are we going to achieve this?
<p>We work in partnership with Trade Unions with a view to establishing a culture of trust and developing a working environment where the ideas, views, knowledge and experience of all are listened to, considered and valued through forums such as :</p> <ul style="list-style-type: none"> • Works Council • Budget Forums • SAJC's • Formal consultation on HR strategy and policy • Establishment of Trade Union Learning Representative network • Informal channels • Academy Board • Joint Partnership Board • Employee Equality Networks <p>The Partnership for Change-Reform Agenda Agreement , agreed in January 2015, is based on a total reward approach which will enable current employee costs to be considered in a more creative and financially manageable way</p>	<p>Making unions a key part in the development of joint future strategies by ensuring earlier, more timely involvement .</p> <p>Enable unions to contribute to the implementation and focus of our strategies.</p> <p>Create an inclusive and collaborative approach to help embed strategies with both sides owning the solution</p> <p>Better understand and recognise the value the respective roles/responsibilities of Trade Unions, managers and employees .</p>	<p>Building on information and views gained from partnership workshops late last year, jointly revise the Partnership Statement and Protocol Agreement between the Council and recognised Trade Unions</p> <p>Ensure that induction for all managers includes TU partnership working and reinforce the relationship skills element in the Cardiff Manager Programme.</p> <p>Facilitated by ACAS, pilot 2 further TU partnership workshops with Directorates to identify and share best practice that can be used elsewhere</p> <p>Delivering on the commitments and deliverables within the Partnership for Change-Reform Agenda report as agreed by Cabinet in January 2015.</p> <p>Develop improved communication arrangements</p>
<p>Outcome Mutual commitment to moving the organisation forward by addressing the reform agenda</p>		

Learning and Development

6.7 Improving the skills of our workforce so that they meet the needs and expectations of our customers and changing requirements of the Council

Current Position	What we need to focus on	How are we going to achieve this?
<p>The following activities have been undertaken:</p> <p>Analysis of 2014/15 Directorate Delivery plans to inform the development of the Academy streams</p> <p>E-Learning opportunities more widely available</p> <p>Development and implementation of the Cardiff Manager Programme</p> <p>Establishment of Trade Union Learning Representative network</p> <p>Build capacity for continuous improvement</p>	<p>Develop a skilled and flexible workforce where we empower employees to work where, how and when they choose, to maximise productivity and deliver the greatest value to the business</p> <p>Plan ahead to respond to emerging organisational needs using relevant organisational data, workforce plans, performance and benchmarking data</p> <p>Enable all employees to access development opportunities and enhance the range of development opportunities on offer</p> <p>Provide a level of development to the organisation that promotes the benefits of 'Lean' and how it supports Continuous Improvement across the organisation</p> <p>Promote a more intense development programme for practitioners that will enable and empower them to facilitate Continuous Improvement</p>	<p>Support high performance working practices to support the creation of a learning organisation to enable and empower employees to develop their full potential</p> <p>Develop and manage an organisational wide skills, knowledge and behaviours development plan</p> <p>Employees have a learning and development plan that address the future skills, knowledge and behaviours requirements of the Council to create a flexible workforce</p> <p>Produce Directorate Development Plans based on outcomes of PPDR to enable Targeted learning interventions required to develop a flexible, skilled and knowledgeable workforce</p> <p>Develop Corporate Learning & Development Strategy which includes an e-learning strategy</p> <p>Develop all employees, including managers, in relation to the Cardiff Standard</p> <p>Develop all line managers in performance management and coaching for performance, and in managing, measuring and monitoring performance and in developing learning plans for themselves and their teams.</p> <p>Develop employees' commissioning and commercial skills</p> <p>Provide a robust Lean Competency System that is used to develop all staff, including existing practitioners, so that they can support the Council's Organisational Development Plan through the facilitation of Continuous Improvement events</p> <p>Work with employees to identify and design development opportunities including mentoring and coaching</p>
<p>Outcome</p> <p>The organisation will have created a culture that encourages continuous learning and promotes the development of skills, knowledge and behaviours (competencies) at every level across the Council. A learning and development strategy that incorporates innovative and flexible ways of developing people owned by Cardiff Council Academy</p>		

Health and Wellbeing

6.8 The health and wellbeing of employees is important as it produces positive attitudes, motivation and innovative thinking and is therefore an important factor in building employee engagement.

Supporting employees to work flexibly empowers them to maximise their productivity and therefore deliver the greatest value to the business. .

Benefits for the Council include:

- Increased employee engagement and productivity
- Attraction and retention of the best talent
- Potential to reduce real estate costs
- Potential to reduce CO₂ output from commuter travel
- A leaner, more responsive, more efficient organisation

Benefits for Employees: Enable creativity and improve job satisfaction

- A high level of personal control and autonomy in delivering work resulting in improved levels of engagement and innovation
- Achieve a better work / life balance
- Reduced stress

Current position	What we need to focus on	How are we going to achieve this?
<p>The Council is committed to providing a high quality safe working environment for all employees</p> <p>Work life balance policies in place</p> <p>Republishing the current range of flexible working policies & procedures, as referenced in Partnership for Change- Reform Agenda agreement.</p>	<p>Development and implementation of a Health & Wellbeing strategy</p> <p>Reduce and remove any barriers to wellbeing</p> <p>Achieve the corporate health standard</p>	<p>Review health and wellbeing policies and procedures</p> <p>Empower employees to work more flexibly</p> <p>Setting out ways in which we will support/ respond to employees physical, mental and psychological wellbeing</p> <p>Develop a culture that supports employee health & wellbeing</p> <p>Implement organisation wide initiatives and strategies to proactively address wellbeing</p> <p>Work towards Corporate Health Standard Accreditation</p>
<p>Outcome Employees recognise the value the organisation places on their health & wellbeing And believe work-life balance is valued and part of the culture of the organisation</p>		

Employee Charter- The Cardiff Standard

6.9 The Employee Charter – the Cardiff Standard- is a statement of what the Council will do for its employees and what it can expect from them in return. The Employee Charter translates the Council’s strategic people priorities as set out in the Work Force Strategy, into a ‘Cardiff Standard’ for Employees, Managers and Senior Management Team.

The Charter is aligned to the Council’s Vision and Values and the ‘What We Stand For’ / Behavioural Competency Framework. The Charter sets out the values and priorities all employees are expected to role model.

Current Position	What we need to focus on	How are we going to achieve this?
<p>Employee Charter designed in line with best practice, Council’s Values and Work Force Strategy</p> <p>Employee Charter developed in conjunction with Trade Unions, Cardiff Managers, Senior Management Team, Equality Networks and employees via the Ambassador Network.</p> <p>Translates the key people /workforce priorities as set out in the Workforce Strategy into expectations of and commitments to Employees, Line Managers and Senior Management Team.</p> <p>Re-enforces the Councils Values – and Vision and behaviours and expectations as set out in ‘What We Stand For’ and Behavioural Competency Framework</p>	<p>Communicating & embedding the Charter</p> <p>Monitoring and evaluating</p>	<p>Communicate to all stakeholders</p> <p>Integrate through the performance management process through 15/16 PPDR process through a cascaded objective for managers and employees.</p> <p>Integrate into Recruitment & Selection, Induction, Training, Processes</p> <p>Measure through employee engagement / employee voice activity including Employee Survey</p> <p>Track its impact on key performance indicators</p>
<p>Outcome Individual managers and employees are clear about the expectations of each other and their level of accountability in making the organisation a success and are performance managed against these standards</p>		

7. GOVERNANCE ARRANGEMENTS

How will we measure if we are doing what we have said we will do?

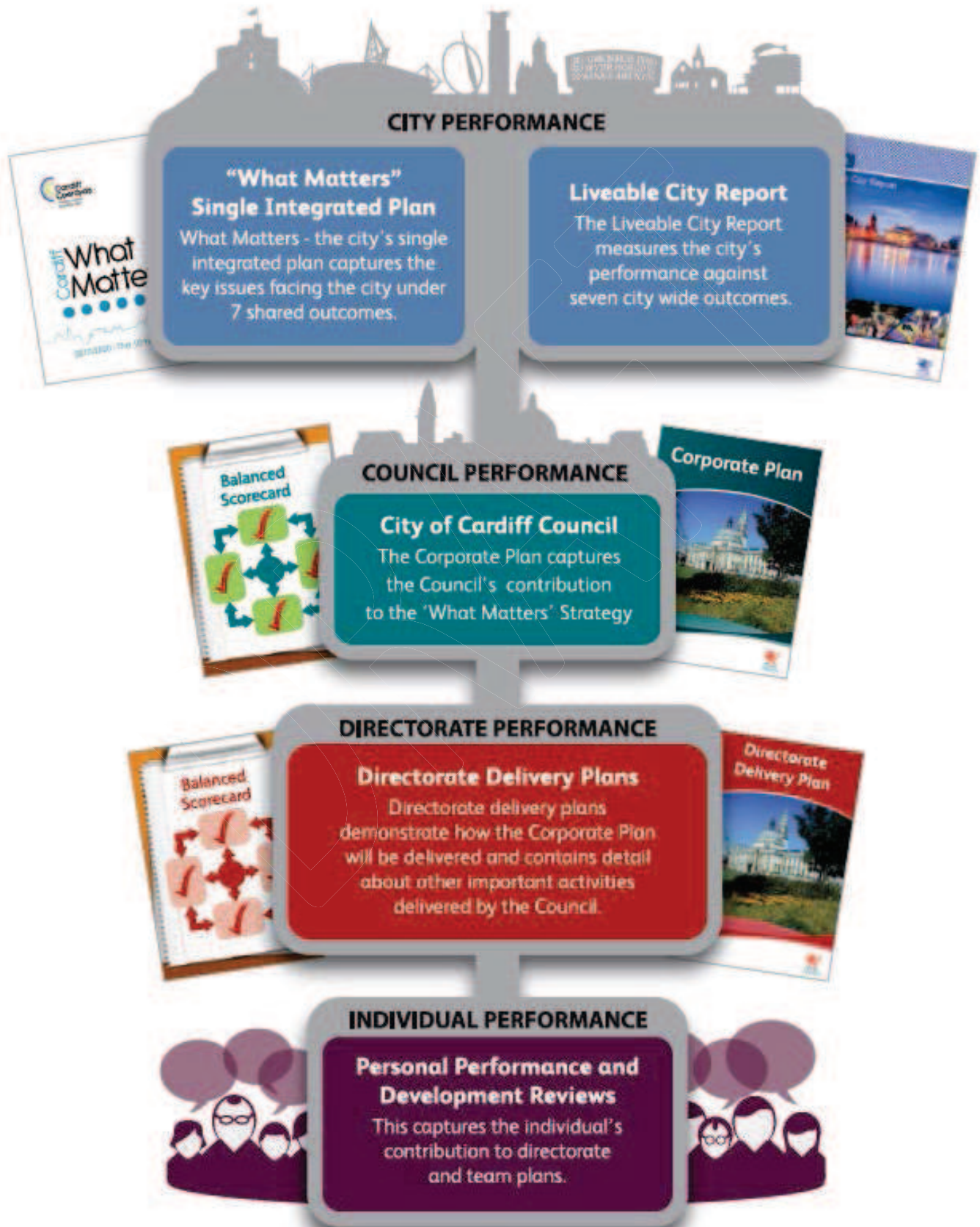
7.1 The Workforce Strategy and its priorities will be delivered through the Engagement and Improvement Programme and through business as usual activities throughout the Council. Reporting to the Enablers and Commissioning Programme Board and Organisational Development Board will be in accordance with the specified governance arrangements.

The Workforce Strategy's impact on Key Performance indicators will be tracked and evaluated on a quarterly basis. .

The Employee Survey and related employee engagement activity will be used to collect quantitative and qualitative data to measure impact.

Deliver the vision: Europe's Most Liveable Capital City

Corporate and Partnership Planning



City of Cardiff Council Employee Charter

The Cardiff Standard

Our Values:
 One Council
 One Workforce
 One Purpose

Open

We are open and honest about the difficult choices we face, and allow people to have their say on what's important to them and their communities

Fair

We champion fairness, recognising that with less resource we need to prioritise services for those who need them most.

Together

We work with our communities and partners across the city to deliver the best outcomes for the people of Cardiff

Employees will:

1. Participate in the Council's employee engagement, health & wellbeing and flexible working agendas
2. **Actively participate in the development and implementation of our future ways of working**
3. Work flexibly and adapt skills and attitudes to meet the Council's changing and developing needs
4. **Proactively contribute views and ideas and participate in finding solutions**
5. Identify personal learning & development needs & opportunities
6. **Be open to change, new ideas and challenge**
7. Actively participate in Personal Performance and Development Reviews and take personal responsibility to get things done
8. **Understand the Council's vision, values and priorities and work towards these**
9. Ensure services are delivered in a way that reflects our Values and Behaviours



Managers will:

1. Promote an environment that encourages employee engagement, health & wellbeing and flexible working
2. **Ensure meaningful and constructive dialogue with employees, Trade Unions & Equality Networks in the development and implementation of our future ways of working**
3. When making decisions, consider the long term and Council wide impact of changes to services and its effect on the workforce, including the identification of skills requirements
4. **Ensure timely, two way communication and engagement, encouraging employees to express their views & ideas eg team meetings, one-to-ones, briefings etc**
5. Provide guidance & access to targeted learning & development opportunities
6. **Actively encourage and support a continuous improvement culture**
7. Demonstrate commitment to performance management, recognising and acknowledging good performance & dealing fairly with poor performance
8. **Provide clear & visible leadership in accordance with the values and behaviours of the Council**
9. Ensure services are delivered in a way that reflects our Values and Behaviours



Senior Managers will:

1. Provide an environment that supports employee engagement, health & wellbeing and flexible working
2. **Ensure employees, Trade Unions & Equality Networks have a key role in the development and implementation of our future ways of working**
3. Ensure that the Council has the right people with the right skills in the right place at the right time and at the right cost
4. **Ensure timely and two way communication and engagement with employees**
5. Produce Directorate Development Plans based on the outcomes of the PPDR which addresses future skill requirements
6. **Drive a continuous improvement culture**
7. Demonstrate commitment to performance management and ensure Managers are equipped with the skills to manage employee performance
8. **Provide clear & visible leadership in accordance with the values and behaviours of the Council**
9. Ensure services are delivered in a way that reflects our Values and Behaviours



This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

RECYCLING AND WASTE RESTRICTING PROGRAMME

REPORT OF DIRECTOR OF ENVIRONMENT

AGENDA ITEM: 7

PORTFOLIO: ENVIRONMENT (COUNCILLOR BOB DERBYSHIRE)

Reason for this Report

1. The report builds on the draft 'Outline Waste Strategy 2015 to 2018' that was approved for consultation October 2014.
2. This report seeks approval of the Draft Recycling Waste Management Strategy 2015; the required household recycling and waste collection changes for 2015 (Implementation Phase 1,); it updates the service provision for the household waste recycling centres and reuse of unwanted goods (Implementation Phase 2,) and; sets out further steps necessary to deliver longer term statutory targets such as amendments to kerbside recycling (Implementation Phase 3). The immediate service changes in the Draft Recycling Waste Management Strategy 2015 – 'Implementation Phase 1 - Residual Waste Restriction Programme' are required to support achievement of the statutory recycling target of 58% by the end of March 2016 and also to deliver the savings that were approved in the February Budget setting for 2015/16.
3. The report sets out the above recycling programme as well as its governance arrangements that are proposed to ensure that Cardiff Council meets its obligations under the Waste (England and Wales) (Amendment) regulations 2012 and the subsequent statutory guidance on the separate collection of waste paper, metal, plastic and glass.
4. This report also seeks agreement for the partnership with Welsh Government and other local authorities to support the feasibility assessment and potential progression for regional recycling infrastructure.

Background

5. The Council is bound by a growing umbrella of recycling, waste treatment and disposal legislation to drive forwards waste minimisation, increase recycling and to meet statutory obligations under:
 - a. Waste (England and Wales) (Amendment) regulations 2012

- b. The Landfill Allowances Scheme (Wales) Regulations 2004 for the disposal of biodegradable waste.
 - c. Waste (Wales) Measure 2010
 - d. Recycling, Preparation for Re-use and Composting Targets (Definitions) (Wales) Order 2011 and Regulations 4 and 5 of The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011 for recycling performance targets.
6. This means that the Council must continue to take preventative measures to ensure future recycling targets are secured and cost efficiencies maximised. In addition compliance with the duties to collect recyclable materials separately and obtain high quality recycling must be tested. This reports outlines the steps that Council are taking to:
- a. Meet the recycling targets and saving requirements for 15/16 through restricting general waste and delivering the approved Household recycling centre changes
 - b. Outline the future position on the recycling collections methodology.
 - c. Seek cost reductions and deliver the most cost effective recycling approach for Cardiff
 - d. Secure high quality recycling
 - e. Reduce our Carbon footprint
 - f. Secure long term regional working and partnerships for recycling.
7. The Welsh Government is working closely with Cardiff to explore the best solution for the Authority under the Waste (England and Wales) (Amendment) Regulations and the current summary of the Council's position can be found in appendix 1F of the recycling waste Management Strategy.
8. Building on this work and the results of the public consultation on the Outline strategy published in December 2014, the Council has been working with the Welsh Government's (WG) Collaborate Change Programme (CCP). The programme was established to support authorities to ensure legislative compliance and to ensure plans are in place to achieve the Statutory Recycling Target of 70% by 2024/25.
9. The strategic review identifies gaps in the regional recycling infrastructure and also recognises the potential to seek new regional partnerships for dry recycling. The success of joint working infrastructure projects, such as Prosiect Gwyrdd and the Organics procurement have clearly been evidenced as viable and cost effective.
10. In summary, the updated draft Recycling Waste Management Strategy 2015 (attached as appendix 1,) will be broken down into main implementation phases. Each phase will be subject to a detailed business planning and budget approval.

Phase 1: Residual waste restriction programme. Summer 2015, provides an additional 5000 tonnes of recycling, £622k savings:

- Move to smaller capacity for residual waste across the City; through smaller wheeled bins (140L) or the equivalent volume of bespoke bags
- Expand the number of properties onto wheeled bins to contain waste better;
- Increase controls on issuing green bag and food liners, to reduce wastage and to only provide them to Cardiff residents for use for recycling.

Phase 2: HWRCs, new markets and reuse options, 2015/16, to deliver an additional 5000 tonnes of recycle;

- Implement the two HWRCs sites; with stronger controls for cross boundary visitors; van users and reallocated resource to provide assistance the public to recycle more;
- Increased reuse potential at the HWRCs and across the service;
- Secure new recycling markets such as carpets; mattresses & hygiene waste to recycling.

Phase 3: Recycling collections change requirements, 2016/17

- Deliver the outcome of a detailed business case and assessment for dry recycling for potentially kerbside sort; or twin stream and reusable recycling containers to ensure the Council are legally compliant with the new legislation and WG guidance;
- Specific changes to flats and larger multiple occupancy houses;
- This work will be supported by Local Partnerships and funded by WG.

Phase 4: Recycling infrastructure; 2016/17

- Commence delivery programme of regional facilities to sort recycling, subject to a feasibility assessment and outline business plan.
- Material Reclamation Facility changes and or inclusion into the regional infrastructure may be required

Phase 5: Additional recycling performance; commercial, cleansing 2017/18

- Increasing household performance continued education;
- Looking at the smaller waste streams for recycling potential such as the remaining cleansing waste.

Issues

11. The need to drive operational efficiencies and reduce service costs is evident and was captured in the approved budget set by Council in February 2015. Equally as critical, is the need to increase recycling to avoid fiscal fines. Statutory recycling targets are in place and each target carries a £200 per tonne penalty for failure. As a result of Cardiff's recycling performance in 2013/14, the Council could still face fines in excess of £800,000. The outline strategy highlighted that if the Council

does not increase the recycling performance year on year, the fines could quickly escalate to excess of £2 million by 2015/16, as the recycling target increases from 52% to 58%, with fines potentially growing to £21m by 2020. Staying the same is not an option and it is imperative that the Council takes steps to improve its recycling performance and meet the minimum target of 58% in 2015/16.

Stakeholder engagement

12. In parallel to the Council's 2015/16 budget stakeholder events and consultation, a separate consultation took place regarding recycling and waste services. The consultation included a number of key stakeholders such as community groups, waste teams and crews, Councillors, contractors and a random postal survey of 3000 residents.
13. A total number of 1443 responses were received. The headline results are as follows;
 - Residents support the need to recycle in order to reduce costs and avoid fines
 - They support reducing the impacts on our environment through waste minimisation and recycling
 - The same service across the city was important to them
 - A smaller bin or bespoke bags was the most popular choice of restricting the general waste.
 - The council should do more to encourage recycling and take enforcement action where residents don't recycle.
 - Less than one fifth of respondents used local brings sites
 - There was general support for more wheeled bins, reusable sacks and continuation of the green bag scheme.
 - Having simple schemes that don't cause clutter on the streets was important to residents.
 - The most popular days for using the HWRC sites were Friday to Monday and predominantly in the evenings or weekends.
 - The existing Wedal Road site was the most used by residents that completed the survey.
14. A summary of the results can be found in Appendix E of the Recycling Waste Management Strategy, and the full consultation report is attached as Appendix 4.

Phase 1: Residual waste restricting programme for 2015.

15. Since the publication of the 2011 Waste Strategy the need for further restricting residual waste has been highlighted. Analysis of the residual waste clearly shows that a high proportion of recycling and food waste remain in the waste stream. If the Council is to achieve 58% recycling in 2015/16 and change people's habits towards waste minimisation and recycling, a consistent restricting programme is required city wide
16. The Welsh Government's preferred collection blue print sets out the introduction of 140 litre bins as best practice. As the recycling targets

increase to 58% next year, more Local Authorities are changing to smaller wheeled bins or reducing the frequency to three weekly collections with some considering four weekly collections.

17. Further research and the public consultation conducted have clarified that the preferred method of restricting residual waste in Cardiff is moving towards a smaller bin and the equivalent bag provision in the remaining bag areas. These changes must be implemented as soon as possible in 2015/16 if the Council is to avoid fiscal fines, reduce service costs and drive forward our recycling.
18. On the whole the kerbside collection services will not be changed for residents. Therefore, the service provision from July 2015 will remain as follows
 - Dry recycling will continue to be weekly via the freely provided green bags.
 - Food waste will continue to be weekly via the kerbside caddies.
 - Garden waste collections will remain fortnightly in the summer and monthly over the winter period.
 - General waste collections will remain fortnightly.
 - Customer supporting services will remain such as the Hygiene Service and assisted lifts.
 - Green bags and food caddy liners will remain free to Cardiff residents only
19. Areas of change are:
 - In order to ensure services remain efficient as the city grows, the collection days and week of collection has been reviewed. To accommodate the service changes and city growth collection day changes are required in 4 wards. Details of these changes are attached in Appendix 2A & 2B. The number of vehicles and operatives has been carefully balanced to maximise efficiencies. The collection days will be kept under review and further changes may be implemented in the light of operational experience with the objective of maximising efficiencies and minimising operational costs.
 - A wheeled bin expansion programme for suitable households across the city receiving wheeled bins for residual waste (details in Appendix 2B) will be implemented. A new smaller (140L) black wheeled bin will be provided to just over 12,000 households. In addition just over 4000 of these properties will also be provided with 240L green garden wheeled bin. The expansion programme has primarily given consideration to operational efficiencies; improvements to street litter and also to the conservation areas. There is no planning or legal basis to exclude conservation areas from the expansion programme. Considerations have been made for some conservation areas and an agreed position has been obtained between waste and planning officers, on how the impacts of the expansion programme can be minimised.

- All households that have a standard (240L) black wheeled bin will have their bin replaced with a 140L bin. The exchange programme will begin July 2015 and continue over the summer period. The old wheeled bins will be removed and recycled into new bins. The new wheeled bin provision will assist in driving up recycling rate and will also secure the city's wheeled bin assets as they are currently coming towards the end of their nature life expectancy and will require replacement.
- Those properties that remain on a bag collection will be provided with a limited number of bespoke bags that are equivalent to three black bags per fortnight (Appendix 2C). This will bring the bag area households in line with the rest of the city, so that they can only put out on the pavement an equivalent quantity of waste. These bespoke bags will be delivered twice a year.
- Flats with communal bin collections will remain with their current provision. Work will be undertaken on a block by block basis to make specific recycling improvements and review residual waste capacity.
- Waste presented in black bags or shopping bags etc. will not be collected. Those householders presenting non-compliant issued bags will be subject to an £80 fine. Additional education and enforcement resource will support the changes to ensure that residents take responsibility for their waste and recycle as much as possible.
- To improve and make the service more sustainable, households that are not provided with a green garden wheeled bin will be provided with reusable garden sacks to present their garden waste in. A free provision will be provided and if subsequent sacks are required they can be purchased for a small fee. These sacks will be available via a ring and request service or at bespoke Council buildings only. The supply of bio-bags for green garden waste will be removed once the reusable garden sacks have been distributed.
- To ensure consistency across the city a charge will be applied to households requiring an extra green garden wheeled bin (appendix 2C). In addition, a charge will be introduced for any replacement, lost or stolen black or green wheeled bins.
- Green bags and food liners will continue to be provided freely to Cardiff only residents. These can be accessed through the existing Council outlets, the ring and request service or online ordering.
- Existing services such as the hygiene service, assisted lifts to support infirm and unsupported householders, bulky services; household recycling centres; larger family policy and additional

waste collection paid services will remain. Details of these services are outlined in appendix 2C.

- The introduction of charges for green garden waste is not currently planned due to the current strong public feedback and potential risk of a significant loss of recyclate that such a charge may bring.
20. As with any change to service provision a period of disruption is to be expected whilst operatives and residents become familiar with the changes. It is anticipated that disruption as a result of changes to residual waste collection will be resolved within 3 months of the changes in an area by area basis. Additional resources will be provided to Connect 2 Cardiff as well as within waste management to support residents through the change. More Waste Officers will be in place to provide education on recycling, support the changes and to provide strong enforcement for those that place their waste incorrectly or non-compliantly for collection. This additional resource was supported by 73% of the consultation respondents.
 21. A strong communication plan will support the changes (Appendix 2D) ensuring all residents are made aware of the changes and the support services that are available.
 22. The existing Equality Impact Assessments as well as the statutory screening tool have been reviewed against the consultation comments, to ensure the changes support all residents.

Phase 2: Household Waste Recycling Centre (HWRC) and reuse 2015/16

23. In 2014/15 the decision was taken to move from four to two household waste recycling centres, based on usage and the infrastructure space available to service the future recycling needs. This process began with the closure of Waungron road in April 2014 and the site closure has improved recycling performance and diverted costs from waste treatment to deliver savings. The decision to move to two supersites needs to be fully implemented in 2015/16 in order to deliver further savings and also drive up the remaining sites' recycling performance from just below 70% to over 80%.
24. The next phase is to deliver the second super site and close the current Wedal Road site. The current Wedal Road site remains too small for overall demand and future recycling requirements. A full feasibility study is being completed on the current assets, traffic flows, public consultation comments and also the financial profile. Full details of the implementation plan will be presented in a further report.
25. 76% of the consultation respondents supported the need for a reuse facility therefore supporting the proposal to engage a community partner to lease, manage and run a reuse facilities. This social enterprise will accept donations of household items, repair and sell items back to the community. As well as supporting the reuse agenda they will provide local jobs and training. This will continue to build on existing reuse

systems and there is a strong commitment to continue to build on using discarded items as a valuable resource for others throughout the strategy phases.

26. Furthermore an independent study undertaken in 2014 to establish cross boundary movements of the Household waste recycling centre users, found that Cardiff is affected by a cross boundary influx of material from neighbouring authorities. However neighbouring authorities do not receive similar quantities from Cardiff residents. 11% of the material received through Cardiff's HWRC sites is from outside our borders, with 17% of the tonnages received at Bessemer Close being from elsewhere. The compound impact of tonnages on our recycling performance of residual waste received and the operational processing cost burden of both recycling and waste received equates to an additional estimated £430,000 each year.
27. Following discussions with regional colleagues the preferred solution is for each authority to control their own waste flows directly, rather than a partnership or recharging approach. The proposed solution is to provide the service for Cardiff residents only through household confirmation checks and where a Cardiff address cannot be evidenced the customer will be directed to the chargeable weighbridge. This approach was supported through the consultation exercise as only 25% of respondents supported Cardiff facilities being free for all users, regardless of where they came from. Full proposals will be provided in the Implementation Phase 2 delivery plans.

Phase 3: Dry Recycling Collection Change 2016/17

28. Although work to date has made significant progress on future kerbside recycling collection methods, a number of aspects remain that need to be finalised before a full business case can be developed for any kerbside recycling collection changes. The final dry recycling solution for Cardiff will be greatly influenced by the impacts of the restricting of general waste in 2015 and data from the newly introduced materials recycling facility regulations (more details can be found in appendix 1F).
29. Cardiff recognises the importance of delivering cost effective recycling collections that yield high quality materials, based on robust evidence. Therefore over the next year, in partnership with Welsh Government and support from Local Partnership (funded by Welsh Government) the following work will be undertaken:
 - Assessment of necessity to change – following evidence from the data collection from MRF regulations; from data collection from the restricting project and further processing and market income potential.
 - Finalising the cost of options for collections, and detailed long term financial profile to proceed to full business case.
 - Timeline for change, considering vehicle changes and existing infrastructure requirements and lifespans.

30. A programme board has been established, supported by Cardiff's Chief Executive, corporate governance and assurance processes and consists of Cardiff Officers and Welsh Government with support from Local Partnerships. The programme is overseeing the development of options and proposals for the future recycling collection method which will be presented in 2016 once the detailed analysis has been completed.

Phase 4: Recycling infrastructure; 2016/17

31. The benefits to Cardiff through regional working and joint procurements have been well evidenced with the success of projects such as the Project Gwyrdd, the Cardiff and Vale organics procurement and regional procurement contracts such as electrical items, wood, textiles and sweepings. By combining resource costs will be shared and better gates fees can be secured through economies of scale. Equally Welsh Government is keen to see more regional working to secure longer term cost savings.
32. Regional approaches have been tried and tested for residual waste, food and green waste facilities across Wales, however there remains a gap in the market for recyclable materials. To varying degrees all local authorities' process paper, card, plastics, glass, and metals from the kerbside as well as larger materials such as furniture, wood, rubble, oils, batteries, textiles and other bulkier items from household waste collections.
33. Regardless of the collection method for dry recycling it is clear that the best market prices and quality can be obtained by further sorting materials ready for market (e.g glass into different colours, plastics into different types,; metals into steel and aluminium and also depending on market condition paper into different grades). There are a range of small local facilities across Wales, including our own Materials Recycling Facility, but no large scale facilities exist in Wales and a proportion of Wales' recycling is processed across the UK.
34. It is proposed, through partnerships with Welsh Government and with support from Local Partnerships (funded by Welsh Government), that Cardiff with other local authorities will explore the feasibility of a regional recycling facility. The programme will initially seek expressions of interest from surrounding and regional Authorities, test the market appetite for such a facility and most importantly the type of materials end processes require in order to scope the facility requirements. The initial scope of materials under consideration will remain wide in order to maximise the potential of any such venture.
35. The main objectives of the facility will initially be:
- Secure future recycling capacity for the region
 - Delivery high quality materials to the market place
 - Provide a flexible processing facility for dry recycling materials
 - Provide economies of scale to deliver cost effective processing and maximise income potential for the region.

Scrutiny Consideration

36. The Environmental Scrutiny Committee considered this issues on 10 March 2015. The Chair of Environmental Scrutiny has since written and sought further clarification on: authorities quoted for improved recycling waste restriction performance, the criteria by which charging for stolen bins would be applied and how enforcement action would be applied to bags/waste that is incorrectly presented for collection. The response to the committee's letter is attached as part of appendix 3.

Local Member consultation

37. City wide consultation has been undertaken as referred above.
38. Extensive engagement with local ward councillors that are impacted by the proposals in this paper will commence following approval of this report. These discussions will continue until the proposals are fully implemented.

Reason for Recommendations

39. The report seeks approval for the recycling waste management strategy 2015 and the required household residual waste collection changes for restriction 2015. These service changes and governance arrangements are required to support achievement of the statutory recycling target of 58% by March 2016 and also the savings that were agreed in the February Budget setting for 2015/16.
40. To acknowledge and support the recycling programme and governance arrangements that are proposed to ensure Cardiff meets its obligations under the Waste (England and Wales) (Amendment) regulations 2012 and the subsequent statutory guidance on the separate collection of paper, metal, plastic and glass.
41. To seek support to explore the feasibility study for regional recycling infrastructure with the Welsh Government

Financial Implications

42. This report outlines the specific phases and initiatives underpinning the Directorate's approach to increasing recycling. The statutory recycling target for 2015/16 will increase to 58%, up from 52% this year. Non-achievement of this target represents a significant financial and reputational risk to the Council. With potential fines of £200 per tonne no improvement in the Council's recycling performance could result in a potential fine of the order of £2 million. In this context the measures to improve recycling highlighted in this report will require intensive monitoring to identify that the required recycling improvement is being achieved within the available budget. Given the known risk in relation to fines as a result of not achieving the increased recycling target, the financial implications of phases 1 and 2 were a significant element of the 2015/16 Budget approved by Council on 26th February 2015.

43. Phase 1, the initiative to restrict residual waste, has been allocated 2015/16 revenue funding of £500,000 and capital funding of £2.4 million but would release a total of recurring savings of £622,000 including revised bag controls, in 2015/16 and additional recurring savings of £318,000 over the life of the Medium Term Financial Plan.
44. Phase 2, HWRC and additional recycling materials, has received revenue funding of £890,000 in 2015/16 and capital funding of £1.562 million with revenue savings of £42,000 each year from 2015/16. Both these initiatives will be key in driving up the Council's recycling performance.
45. The financial implications for phase 3 and onwards will need to be addressed as part of the process for the preparation of the 2016/17 Budget. Given the likely resource requirement for Regional Recycling Infrastructure, both for its procurement and its operation, it is anticipated that a further report to Cabinet will be required before the Council commits to establishing any potential regional facility.

Legal Implications

46. It is noted that the report makes reference to charging. The client department needs to satisfy itself as to making a charge, any amount to be charged (including any limitation) and how the proceeds can be used. In general the Environmental protection Act 1990 allows the Authority to specify receptacles for use and charge a fixed penalty of up to £100 (it can be lower) if residents are not using the right ones. In addition the Council may propose that receptacles be provided, if the occupier agrees, upon payment. The controlled waste regulations allow charges to be made for collection of green waste. With respect of the green waste the report sets out charges for replacement/additional sacks or green wheeled bins and replacement black wheeled bins.
47. Attached to this report are details of the consultation undertaken. Members should pay due regard to the results of that consultation in making their decision.
48. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics
49. The report identifies that the existing Equality Impact Assessments have been reviewed and it is understood no changes are necessary. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty.
Protected characteristics are:

- i. Age
- ii. Gender reassignment
- iii. Sex
- iv. Race – including ethnic or national origin, colour or nationality
- v. Disability
- vi. Pregnancy and maternity
- vii. Marriage and civil partnership
- viii. Sexual orientation
- ix. Religion or belief – including lack of belief

As such the decisions recommended in this report have to be made in the context of the Council's equality act public sector duties.

50. The decision maker must have due regard to the Equality Impact Assessment in making its decision.
51. The decision maker must also have regard to certain other matters when making its decision as outlined in the Statutory Screening tool. The decision maker is therefore referred to the Screening Tool attached to this report.

HR Implications

52. The detail within the report identifies that a number of new posts will be required to deliver these plans. The process of Trade Union consultation and approvals within Finance and HR for post creations will be required subsequent to agreement by Cabinet of the recommendations.

RECOMMENDATIONS

Cabinet is recommended to:

1. approve the Recycling Waste Management Strategy 2015 in light of the consultation responses, detailed plans for the household waste collections and subsequent proposed implementation phases in order to increase recycling performance to the required targets and deliver the accepted savings required for 2015/16.
2. agree the separate recycling collections and infrastructure programmes and governance arrangements that are proposed to ensure Cardiff meet their obligations under the Waste (England and Wales) (Amendment) regulations 2012 and the subsequent statutory guidance on the separate collection of waste paper, metal, plastic and glass.
3. agree the partnership proposed with Welsh Government to explore appropriate regional recycling infrastructure and explore the appetite of other authorities to jointly invest in appropriate recycling infrastructure.

JANE FORSHAW

Director

27 March 2015

The following appendices are attached:

Appendix 1- Recycling Waste Management strategy 2015

- A – Waste Management Strategy 2011, gap analysis
- B – Best Practise Review
- C – Collection options considered through KAT models
- D – Summary of the high level cost models
- E – Recycling Waste Management Strategy: consultation results summary
- F – Cardiff Councils position on compliance with the separate collections guidance and TEEP

Appendix 2 - Phase 1: recycling and restricting programme

- A: - Collection changes
- B: - Expansion and bin changes
- C: - Service Rules and Support Assistance
- D: - Education, Communications and Enforcement Plan
- E: - Financial Plans

Appendix 3 - Letter from Environmental Scrutiny and Response

Appendix 4 - Cardiff Recycling Waste Strategy Consultation

The following background papers have been taken into account

1. Statutory Guidance on the Separate Collections of Waste Paper, Metals, Plastics and Glass
2. October 2014, Cabinet Report “Waste Strategy Outline 2015 to 2018”
3. Regional HWRC survey

The City of Cardiff Council

Recycling Waste Management Strategy – 2015

Index

Abbreviations

Executive summary

1. Background
2. Recycling Potential
3. Headline Policy & aims
4. Achieving high quality reuse, recycling & composting
5. Finance
6. Risk Management
7. Stakeholder Engagement

Recycling Waste Management Strategy

1. Introduction
2. Legal Overview and update
3. Waste Management in Cardiff
4. Headline Policy & aims
5. Achieving high quality reuse, recycling & composting
6. Finance
7. Risk Management
8. Stakeholder Engagement

Appendix A – Waste Management Strategy 2011, gap analysis

Appendix B – Best Practise Review

Appendix C – Collection options considered through KAT models

Appendix D – Summary of the high level cost models

Appendix E – Recycling Waste Management Strategy: consultation results summary

Appendix F – Cardiff Councils position on compliance with the separate collections guidance and TEEP

ABBREVIATIONS

Term	Meaning / Definition
ACORN	A Classification of Residential Neighbourhoods
BAU	Business As Usual
BMW	Biodegradable Municipal Waste
C2C	Connect to Cardiff
CCP	Collaborative Change Programme
CO ₂	Carbon Dioxide
CO ₂ EQ	Carbon Dioxide Equivalent
CRR	Campaign for Real Recycling
DEFRA	Department of Environment, Food and Rural Affairs
DIY	Do It Yourself
EfW	Energy from Waste
EU	European Union
FYE	Full Year Effect
HH	Household
HH Waste	Household Waste
HMO	Houses of Multiple Occupancy
HWRC	Household Waste Recycling Centre
IVC	In Vessel Composting
KAT	Kerbside analysis tool
KSV	Kerbside Sort Vehicle
LA	Local Authority
LART	Local Authority Recycling Target
LAS	Landfill Allowance Scheme
MPG	Miles per Gallon
MRF	Material Recycling Facility
MSW	Municipal Solid Waste
NRW	Natural Resources Wales (previously Environment Agency)
Prosiect Gwyrdd	(Project Green) - Residual Waste Treatment Partnership
RCV	Refuse Collection Vehicle
rWFD	Revised Waste Framework Directive

Term	Meaning / Definition
SWOT Analysis	Strengths Weaknesses Opportunities Threats Analysis
SWMG	Sustainable Waste Management Grant
TAN21	Technical Advice Note 21
TEEP	Technically, Environmental and Economically Practicable
tpa	Tonne per annum
TSO	Third Sector Organisation
TZW	Towards Zero Waste
UK	United Kingdom
WG	Welsh Government
WDF	Waste Data Flow
WEEE	Waste Electrical and Electronic Equipment
WMT	Waste Management Target
WRAP	Waste and Resources Action Programme
WRATE	Waste Resources Assessment Tool for the Environment

Executive Summary

1. Background

The Council is bound by a growing umbrella of recycling, waste treatment and disposal legislation; to drive forwards waste minimisation, increase recycling and to meet statutory obligations under:

- Waste (England and Wales) (Amendment) regulations 2012
- The Landfill Allowances Scheme (Wales) Regulations 2004 for the disposal of biodegradable waste.
- Waste (Wales) Measure 2010
- Recycling, Preparation for Re-use and Composting Targets (Definitions) (Wales) Order 2011 and Regulations 4 and 5 of The Recycling, Preparation for Re-use and Composting Targets (Monitoring and Penalties) (Wales) Regulations 2011 for recycling performance targets.

Cardiff's Waste Management Strategy 2011 the resulted overall recycling, re-use and composting rate rise from 39% in 2009/10 to 52% in 2012/13. However, the 2013/14 period saw the city only achieving 50% due to delays in processing contracts and required operational services. It is predicted that this will be above 52% for 2014/15.

This means that the Council must continue to take preventative measures to ensure future recycling targets are secured and cost efficiencies maximised. In addition we must test our compliance with the duties to collect recyclable materials separately and obtain high quality recycling.

The WG has imposed statutory targets for the recycling and diversion of waste from landfill and failure to achieve these carries a £200 per tonne penalty. The statutory targets for Cardiff are;

Target on waste collected by Local Authorities	2014/15	2015/16	2019/20	2024/25
Minimum overall recycling	52%	58%	64%	70%
Maximum level of landfill	-	-	10%	5%
Maximum level of energy from waste	-	42%	36%	30%
Biodegradable Landfill Allowance	43729t	41692t	33557t	-

As targets were not met(circa £800,000 for 2013/14); this exposes the Council to the risk of fines more importantly performance needs to improve year on year in order to avoid the risk of larger fines up to the year 2019/20 and beyond. The fines could quickly escalate to excess of £2 million by 2016 and grows to £21m by 2020. Staying the same is not an option, it is imperative that the council takes steps to improve its recycling performance and meet a minimum of 58% in 2015/16 and up to 70% by 2024/25.

In addition to statutory targets, there has been a change to EU legislation that impacts the way recycled materials should be collected with the aim of improving the quality of the material recycled and as a consequence its market value. The Waste (England and Wales) (Amendment) Regulations 2012 requires the separate collection of waste paper, metal, plastic or glass, by January 2015. Councils who seek an alternative system must have a robust evidence base to demonstrate their collection methods can achieve high quality recycling, whilst also being the best technical, environmental and economically practicable solution (TEEP) compared to separate collection.

The Welsh Government supports the new legislation and have also set out their preferred approaches in the “collections blue print”. Failure to adhere to this blueprint could result in loss of grant funding worth currently just over £7.2m per annum.

This means that the Council continue to take preventative measures to ensure future recycling targets are secured and cost efficiencies maximised. In addition we must test our compliance with the duties to collect recyclable materials separately and obtain high quality recycling. This report outlines the steps that Council are taking to;

- a. Meet the recycling targets for 15/16 and up to 70% by 2024/25.
- b. Outline the future position on the recycling collections methodology.
- c. Seek cost reductions and deliver the most cost effective recycling approach for Cardiff
- d. Secure high quality recycling
- e. Reduce our Carbon footprint
- f. Secure long term regional working and partnerships for recycling
- g. All of the above are under pinned with waste minimisation, education and enforcement activities

2. Recycling potential

A review of our current recycling rates and how each element of the waste could, and do performance, shows that there is more we can do across all areas of the waste streams.

Operational Area waste arising & recycling rate 2013/14

Operational Area	Tonnes of waste collected	Proportion of the total waste arising	Current recycling rates (%)	Recycling potential
Household kerbside collections & bring sites	111593	64%	56%	+70%
Household Waste Recycling Centres	30429	18%	60%	+85%
Commercial waste collections	15905	9%	33%	+60%
Street cleansing (incl. sweepings, fly-tipping and litter)	9527	5%	< 1%	+60%
Other (parks/highways)	6074	4%	99%	100%

3. Headline Policy & aims

The fundamental aims from the previous the waste management strategy 2011 have been updated and summaries in seven core objectives that underline all decisions and service changes. These are;

Headline Policy	Aim
Waste Minimisation	To inhibit the growth of MSW per capita by promoting waste minimisation initiatives with a long term aim of reducing growth to zero
Underpinning Awareness and Education	To raise awareness with the public and the Council of the need to enhance re-use, high quality recycling and composting throughout the city through comprehensive stakeholder engagement
Maximise high quality Reuse, Recycling and Recovery	To ensure compliance with all legislation and guidance produced, with the ultimate aim of achieving 70% re-use/recycling/compositing rate by 2024/25
Minimising Waste to Disposal	To minimise the amount of MSW sent for disposal, by not exceeding the maximum amount of waste to landfill/energy from waste facility targets set by Welsh Government
Partnering	To work with local partner organisations, where practicable, to deliver local, regional and national benefits.
Cost Efficient Service	To provide a value for money waste management service which is cost effective and efficient
Sustainable Management	To offer waste management services that offer substantially improved sustainability and much reduced carbon emissions

4. Achieving high quality reuse, recycling & composting

To deliver the aims of the strategy and provide steps changes to our recycling performance the Recycling Waste Management Strategy 2015 will be broken down into implementation phases. Each phase will be subject to a detailed business planning and budget approval.

Phase 1: Residual waste restriction programme. Summer 2015, provides an additional 5000 tonnes of recycling, £622k savings;

- move to smaller capacity for residual waste across the City; through smaller wheeled bins (140L) or the equivalent volume of bespoke bags
- Expand the number of properties onto wheeled bins ;
- Increase controls on issuing green bag and food liners, to reduce wastage and to only provide them to Cardiff residents for use for recycling.

Phase 2: HWRCs, new markets and reuse options, 2015/16, to deliver an additional 5000 tonnes of recyclate;

- implement the two HWRCs sites; with stronger controls for cross boundary visitors; van users and reallocated resource to provide assistance the public to recycle more
- increased reuse potential at the HWRCs and across the service
- secure new recycling markets such as carpets; mattresses & hygiene waste to recycling

Phase 3: Recycling collections change requirements, 2016/17

- Deliver the outcome of a detailed business case and assessment for dry recycling for potentially kerbside sort; or twin stream and reusable recycling containers to ensure the Council are legally compliant with the new legislation and WG guidance
- specific changes to flats and larger multiple occupancy houses
- This work will be supported by Local Partnerships and funded by WG

Phase 4: Recycling infrastructure; 2016/17

- Commence delivery programme of regional facilities to sort recycling, subject to a feasibility assessment and outline business plan.
- Material Reclamation Facility changes and or inclusion into the regional infrastructure may be required

Phase 5: Additional recycling performance; commercial, cleansing 2017/18

- increasing household performance continued education,
- looking at the smaller waste streams for recycling potential such as the remaining cleansing waste

Each one of these phases will be presented in a detailed business implementation plan.

5. Finance

All financial decisions relating to recycling and waste must be carefully considered and balanced against the consequences to the statutory fines or loss of the sustainable waste management grant.

Do nothing option from 50% performance

Do Nothing option based on 13/14 performance	LART Target	Recycling Tonnage defecate	Annual Fine value
2014/15	52%	4365t	£0.8m
2015/16	58%	15,900t	£3.2m
2016/17	58%	17,113t	£3.4m
2017/18	58%	18,341t	£3.7m
2018/19	58%	19,584t	£3.9m
2019/20	64%	31,812t	£6.4m
		Total	£21.4m

We must recognise the importance of the synergy that should exist between directorate priorities and service and financial planning, along with timely performance management that will integrate financial and service performance.

6. Risk Management

The recycling waste management strategy 2015 is required to mitigate significant risks that the Council face if we fail to deliver the required steps changes;

Funding:

- The SWMG funding may be at risk for schemes that do not adopt their preferred methodology.
- Obtaining high quality recycling markets will increase the income to the council and secures the best market prices.

Failure to reach targets:

- If unchecked the fines could potential equate to more than £21m by 2020.

Public participation:

- Without support from the public costs will increase and recycling performance will reduce.

Future changes to legislation:

- Legislative change is always a risk, and will always need to be taken into consideration; hence this strategy focuses on the next three years only.

Risk of Change

- Recycling markets and how they change on a global scale, needs to be considered
- The asset value of the MRF must be fully understood and considered in any change.
- The risk of public participation is not a defence under the legislation, but the costs of such potential change in participation will be fully considered through the modelling.
- Government research shows that for any recycling scheme to be successful for public buy-in, it must be simple and easy to use.
- The National recycling trend is seeing more local authorities move away from kerbside to comingled collections

7. Stakeholder Engagement

The full results of “Outline Waste Management Strategy- 2015-2018” consultation (a summary can be found in appendix E) and “The Future of Waste and Recycling- a 2025 vision for Cardiff” are available on the Councils web page but in summary identify:

- Residents support the need to recycle in order to reduce costs and avoid fines
- They support reducing the impacts on our environment through waste minimisation and recycling
- The same service across the city was important to them
- A smaller bin or bespoke bags was the most popular choice of restricting the general waste.
- The council should do more to encourage recycling and take enforcement action where residents don't recycle.
- Less than one fifth used local brings sites
- There was general support for more wheeled bins, reusable sacks and continuation of the green bag scheme.
- Having simple schemes that don't cause clutter on the streets was important to residents.
- People support the need to recycle and be more suitable, they are also interested in what happens to their recycling

Recycling Waste Management Strategy – 2015

1. Introduction

- 1.1. Cardiff's waste management strategy 2011, resulted in a significant change to the way recycling and waste is collected in Cardiff, with a move to a fortnightly collection of residual waste, and separate weekly collections of food waste and recycling. This change in kerbside collection method, along with adopting many other recommendations from the previous waste strategy, has seen Cardiff's overall recycling, re-use and composting rate rise from 39% in 2009/10 (prior to changes being introduced) to 52% in 2012/13. The City of Cardiff Council achieved its first statutory reuse/recycling & composting target of 52% in 2012/13. However, the 2013/14 period saw the city only achieving 50%. The reasons for this were a reduction in post sorting of material, as a result of ever reducing budgets; no further increase on the amount of recyclables being presented from domestic properties and under performance of the household waste recycling centres. All these factors demonstrate that the Council must keep recycling and waste management as a high priority and further step changes are required in the way we deal with waste across Cardiff.
- 1.2. The world of waste management is ever changing and since the last strategy was published, we have seen significant changes in legislation which need to be considered. In addition, the current financial climate has never been so challenging, with call for further collaborative working in the "Williams Commission", and a greater emphasis on providing the most cost effective services. These changes need to be reviewed, along with changing attitudes and behaviour of residents, alongside an ever growing City which creates its own individual challenges.
- 1.1. In summary, now is the time to consider all options and approaches within an updated waste strategy, to ensure we are on track to meet our statutory obligations, delivering high quality and cost effective services to residents and businesses of Cardiff.

2. Legal Overview and Update

- 2.1. Although there have been no changes to the overarching policy documents at EU level: Waste Framework Directive, or at national level: Towards Zero Waste since the waste management strategy of 2011, there has been changes within those elements with much discussion, and updated guidance in relation to the collection of recyclable items at source. The below information will give some background context, and Cardiff's current position in relation to complying with legislation.

2.2. EU Policy Context

Revised Waste Framework Directive (rWFD)

2.2.1. Key EU legislation implemented for waste is Directive 2008/98/EC, or the Waste Framework Directive (European Commission, 2012). This legislation outlines high level principles and approaches to the management of waste which are to be implemented by the EU's member states. The high level principles within the document allow for flexible adaptations by member states.

2.2.2. Within managing waste, the directive introduces the waste hierarchy. This identifies the best and preferred method of waste management practices among EU Member States, whilst setting targets for the re-use and recycling of waste. Key requirements for member states are to establish waste management plans that not only aim to maximise reuse and recycling (with materials such as paper, metal, plastic and glass being a compulsory material), but also deliver a network of waste treatment and disposal infrastructure (European Commission, 2012) so that its impact on the environment is reduced and recycling quality is maximised. There has been much argument as to the interpretation of "separate collection of paper, metal, plastic or glass" as referred to in Article 10 & 11 of the Directive, discussed in more detail below.

2.3. UK policy context

The Waste (England and Wales) (Amendment) Regulations 2012

2.3.1. The requirement for member states to establish waste management plans resulted in The Waste (England and Wales) Regulations 2011 being produced to transpose their interpretation of the key requirements within the rWFD. This was amended in 2012, forming The Waste (England and Wales) (Amendment) Regulations 2012.

Judicial review- Is "co-mingled" a form of separate collection?

2.3.2. The 2011 document was subject to a judicial review challenge by six member companies of the Campaign for Real Recycling (CRR), due to the following statement under regulation 13, part 2: duties in relation to collection of waste:

2.3.3. *"For the avoidance of doubt, co-mingled collection (being the collection together with each other but separately from other waste of waste streams intended for recycling with a view to subsequent separation by type and nature) is a form of separate collection."*

2.3.4. They argued that the way in which the regulations had been interpreted were faulty and failed to address the provision of

separate waste collections, to ensure maximised quality & recovery of material and recycling.

2.3.5. Following a 6 month consultation period, in which Defra and the Welsh Government considered the wording of the regulation, The Waste (England and Wales) (Amendment) 2012 was produced, with the need to establish a separate collection of waste paper, metal, plastic or glass by January 2015 made clear on the provisions that:

- It is necessary to ensure that waste undergoes recovery operations in accordance with Articles 4 & 13 of the rWFD and to facilitate or improve recovery
- Is technically, environmentally and economically practicable (TEEP)

2.3.6. The CRR continued with their request for judicial review, which was dismissed on 6th March 2013. In summary, the outcome was that co-mingled collections of dry recyclable material will remain legal after January 2015 where the local council has decided this is the collection method best suited to local circumstances (provided that provisions A & B have been explored).

2.4. National Policy Context

“Towards Zero Waste (TZW)” strategy

2.4.1. Towards Zero Waste is the overarching waste strategy for Wales and describes a framework for resource efficiency and waste management between now and 2050. The strategy outlines the actions that need to be taken if Wales is to reach its ambition of becoming a high recycling nation by 2025, and a zero waste nation by 2050.

2.4.2. TZW outlines challenging targets that all local authorities must achieve which not only focus on achieving high levels of recycling, but also exceed the European Union (EU) landfill diversion rates. The strategy also outlines preferred methods of collection and treatment of waste and recycling, and seeks to stem the growth of waste.

Table 1 – Statutory targets

Target on waste collected by	2014/15	2015/16	2019/20	2024/25
------------------------------	---------	---------	---------	---------

Local Authorities				
Minimum overall recycling	52%	58%	64%	70%
Maximum level of landfill	-	-	10%	5%
Maximum level of energy from waste	-	42%	36%	30%
Biodegradable Landfill Allowance	43729t	41692t	33557t	-

2.4.3. The above targets are now statutory under the Waste (Wales) Measure 2010 and if not met, will carry a £200 per tonne fiscal fine. This is in addition to the existing landfill allowance penalties, which also carry a £200 levy for each tonne over the set individual allowance.

2.4.4. TZW identifies throughout that in order to meet the outcomes and milestones to become a zero waste nation by 2050, that the core principles of “reduce, re-use and recycle” must be a key focus for each industry sector in Wales. The below sector plans have been produced, to compliment TZW:

- Food, manufacture, service and retail
- Construction and demolition
- Commercial and Industrial
- Collection, infrastructure and markets
- Municipal waste

Municipal Sector Plan- Part 1 “Collections Blueprint”

2.4.5. This collections blueprint describes the Welsh Government’s recommended service profile for the collection of waste from households. It is anticipated that the recommended service would result in high rates of high quality recycling, significant long term cost saving and improved sustainable development outcomes.

2.4.6. The key emphasis throughout the document is to achieve “closed loop” recycling, the basis of which requires high quality material.

2.4.7. The Welsh Government have suggested that this is best achieved by collecting recyclate at source (kerbside sort), thus reducing the risk of contamination. It is also suggested that there is a limited market for poor quality recyclate in Wales and the UK, therefore significantly reducing the likelihood of additional green jobs to the economy in Wales.

2.4.8. The blueprint also identifies a number of other service requirements that local authorities should adopt, in order to meet the objectives within Towards Zero Waste. Currently, Cardiff council meet the majority of the requirements, e.g. separate weekly food collections, fortnightly residual collections, weekly

recycling, seasonal green waste and charging for bulky collections.

2.4.9. It is acknowledged within the blueprint that local authorities not currently complying with all requirements will need phased change, supported by a long term business plan (covering at least 10 years). It is specified that to determine this business plan, comparative studies of service delivery options (which must include the Welsh government's preferred approach as identified in the collections blueprint), are carried out to identify the best options in terms of cost, sustainability, legality and achieving the ultimate objectives of increasing high quality recycling and reducing waste to landfill.

2.4.10. Those Authorities that do not comply with the collection blue print may risk their Sustainable Waste Management Grant (SWMG) support, Cardiff this currently has a value of around £7.2 million. WG have clearly state that financial support in the future will only be in line with WG policy. On the whole Cardiff does comply with the blueprint, except for the current variants which are that Cardiff continues to use the co-mingled green bag recycling scheme, does not currently restrict residual waste to smaller 140L bins, does not charge for green waste collections and are yet to deliver 80% recycling on the HWRCs through via direct recycling on site by the public, some sorting takes place after delivery by the public.

2.5. Recycling Collections justification

2.5.1. Welsh Government are produced their own guidance on the rWFD and what will contribute as justification for a recycling collection method that is not kerbside.

2.5.2. The guidance in relation to The Waste (England and Wales) (Amendment) Regulations 2012's requirement of separate collections of waste paper, metal, plastic or glass, by January 2015 has been published in Wales, which state that:

- Kerbside sort is to be used as the benchmark
- Any collection scheme should meet the same high quality closed loop recycling markets as kerbside sort.
- If not delivering kerbside sort, there must be a robust business case that evidences there is excessive costs in delivering the service.
- Variation from kerbside sort is acceptable if there are excessive costs of change or a robust financial case on why a change should be delayed.
- Risk to public participation and opinion is not classed as a defence against change.

2.5.3. As a comingled authority the Council must therefore develop a robust evidence base around its decision process and present data modelling on the council chosen collection method. This work will be undertaken in support with Local Partnerships, which are funded by Welsh Government. The detail behind any required change will be brought forward in future detailed implementation plans and be subject to budget approval.

2.5.4. The main areas the council need to consider in this evidence base are;

- **High Quality Recycling.** What is high quality recycling? How does the council's current end markets compare with that of kerbside recycling systems e.g. do we supply the same closed loop markets. There is a potential legal argument that as long as the material is recycled, then this meets the definition of high recycling within the rWFD. WG have taken this meaning to be closed loop only as kerbside sort is perceived to provide higher quality markets.
- **Technically practicable** – is there any reason why kerbside sort cannot be undertaken. This can be taken down to a very small localised area e.g. flats
- **Environmentally practicable**, it is more damaging to the environment to undertake kerbside sort than the current method e.g. carbon footprint.
- **Economically practicable**, the service costs from collections through to reprocessing should be compared against the default kerbside collection and reprocessing systems. The economic case can only be defended if the cost of change is prohibitive. Current contractual arrangements and infrastructure can be considered as natural constraints that may delay a change in collection method.

2.5.5. Although WG guidance does say negative public opinion is not a legal defence, this can be considered in cost terms due to reduced recycling participation. However, the rWFD does require the Council to consider impact on human health, and social impacts are also key.

Therefore, the council should also consider;

- **Human Health**, which could be the impacts of increased traffic congestion from slower kerbside collections and/or having to transport product to further distances to ensure they are processed through a closed loop processors
- **Social Impacts**, can also cover the impacts above, but also the number of people employed, the street scene and quality for residents.

Cardiff's recycling collections current position

- 2.5.6. **High Quality Recycling** – Cardiff does achieve high quality recycling and supplies many of the same markets as kerbside sort systems. Where the markets differ are for glass and some paper streams. The comparison between kerbside sort and Cardiff's markets needs review as higher quality recycling could be achieved for paper and glass if they were collected separately.
- 2.5.7. **Technically practicable** – Kerbside sort collection method and bulky operations are well established and proven in the recycling industry. There are not technical reasons why a kerbside sort method could not be adopted in a city environment. Although the council should consider the best approach to certain property types such as flats. This will be explored through collections modelling.
- 2.5.8. **Environmentally practicable**, this will have to be explored as kerbside sort requires more vehicles on the road, but a simple bulking operation requires less electricity than a full Materials Recycling Facility. However to achieve full market potential, paper and plastic separation are also needed, therefore a kerbside sort needs to be backed up by more than a simple bulking station.
- 2.5.9. **Economically practicable**, this is where the most focus is required. The costs of collections should not be considered in isolation; the whole life costs of providing the service, processing and end market income, capital investment, costs of change etc must be considered. They also need profiling for the current, but also future recycling rates.
- 2.5.10. **Human Health** – the impacts of traffic congestion should be considered as kerbside collections tend to be two to three times slower and for a city with narrow streets and high volumes of traffic, it is without a doubt that a kerbside collection method will impact on traffic congestion and air pollution across the city.
- 2.5.11. **Social Impacts**, - differing collection options will impact on jobs. Some collection options may require more operatives, but less people to process the materials. Therefore again, the whole change impacts on jobs should be considered as retaining local jobs is an important consideration for the Council.
- 2.5.12. The Welsh Government recognises that developing business cases and exploring the change process is a complicated and lengthy challenge. Therefore, in 2012, they introduced the Collaborative Change Programme (CCP) to provide assistance to local authorities with the modelling of waste services. In 2013 Cardiff were accepted on to the programme and have been allocated technical support from WRAP (Waste Resource Action Programme) to undertake kerbside sort and waste restriction modelling to compare to the current methods.

This high level modelling has been undertaken to assist the council to explore and narrow the range of options available for detailed modelling and decision.

2.5.13. Although a change of service is not required by January 2015, plans of change or evidence bases to remain co-mingled should be being formulated, which the Council are, in collaboration with Welsh Government complying with these changes.

2.5.14. The Council continues work with Welsh Government explore the best future recycling option for Cardiff in light of the new legislation. The detailed implementation phase will be subject to future approval once the detailed modelling is complete.

2.6. Local policy context

Technical Advice Notes (TAN 21): South East Wales Regional Waste Group

2.6.1. Whilst the waste industry is ever changing, planning for waste is a much more long term process. Within Wales, TAN's are used in conjunction with Wales the Spatial Plan and together they comprise the overarching National Planning Policy Wales (Welsh Assembly Government, 2010). In being able to achieve recycling and waste reduction targets outlined within Towards Zero waste, the TAN recognises that individual authorities must adopt sound and realistic strategies, and have the appropriate infrastructure in which to deliver those targets.

2.6.2. Regional waste groups were formed as a result of TAN to take control of the "strategic overview" of sustainable waste management at a regional level. The regional waste group for South East Wales later became recognised as Prosiect Gwyrdd ('Project Green'). It now consists of a partnership between five local authorities (Cardiff, Caerphilly, Monmouthshire, Vale of Glamorgan and Newport) to find a solution to residual waste treatment for the region. The Prosiect Gwyrdd procurement exercise was compiled in 2013, and will fully commence on 1st April 2016. The Viridor, Energy from Waste (EfW) facility at Trident Park, Cardiff began commissioning in Autumn 2014.

Local Development Plan (LDP)

2.6.3. When adopted, the new Local Development Plan (LDP) for Cardiff will provide a planning policy framework to help facilitate the move to more sustainable waste management methods, such as re-use and recycling over the next 15 years to 2026. The LDP will need to take into account the proposals of this Strategy and enable the identification of suitable locations or types of locations that may be acceptable for waste management facilities arising out of the Strategy.

2.6.4. In order to help comply with WG targets the City Council has formulated supplementary planning guidance (SPG) on waste for Cardiff.

Corporate Plan

2.6.5. It is important to embed the core priorities of City of Cardiff Council, as identified within the corporate plan, within the development of the Recycling Waste Management Strategy.

2.6.6. The corporate plan is very much set within the context of financial pressures being faced by the City Council, and recognises the continued increase in demand for services. The administration's three key priorities can be summarised as;

- economic development
- education and skills for people of all ages, to enable future employment in Cardiff economy and beyond
- Support the vulnerable.

2.6.7. Recycling and waste management services are reflected within all of these priorities.

2.6.8. Attracting further economy and business to the City will result in increased opportunity for our commercial waste team; poor local environmental quality may deter economic development. In terms of education and skills, there is much potential to develop skills throughout the waste management service, in particular working in partnership with social enterprises, to increase the re-use of items otherwise destined for landfill. In addition, we must consider the impact any changes to recycling and waste collections will have on the vulnerable.

2.6.9. The waste management and street cleansing service also have a vital role to play in achieving the leader's vision; for Cardiff: "to be Europe's most liveable capital city".

3. Waste Management in Cardiff

Progress since the Waste Management Strategy 2011

3.1. Cardiff's reuse/recycling/composting performance has increased from 39% in 2009/10 to 50% in 2013/14. A summary of Cardiff's performance throughout these years can be seen in the table below and the summary of deliverables from the strategy is attached in appendix A.

Table 2 - Cardiff's reuse/recycling & composting rate 2009-2014

	%
--	---

Year	Dry recycling	Composting	Re-use	Total	% change from previous year
2009/10	22.29	16.90	0.00	39.19	-
2010/11	23.12	18.82	0.06	42.00	2.8
2011/12	28.39	20.99	0.14	49.51	7.5
2012/13	34.41	17.67	0.15	52.24	2.7
2013/14	31.79	17.79	0.21	49.67	-4.9

- The reuse rate continues to grow each year
- Composting recycling continues to vary as the green waste element intrinsically linked to the weather
- Dry recycling has increased year on year, but financial pressures in 13/14 have seen a decline in operations processing that supported recycling.

The amount of Municipal Solid Waste (MSW) managed by The City of Cardiff Council has fluctuated somewhat during the past 5 years. Many external, and often uncontrollable factors, can contribute to this including population, economic climate & behavioural change.

Table 3 - MSW managed by the Council 2009 to 2014, including population and household growth

Year	Total MSW managed (T)	Change from previous year (T)	Population	No. of households
2009/10	181057	-	337,656	139,028
2010/11	172874	- 8183	341,402	140,898
2011/12	169241	- 3633	345,442	143,777
2012/13	174102	+4861	349,074	145,818
2013/14	173529	- 573	352,604	147,866

3.1.1. In 2013/14, 173,529 tonnes of waste was collected by the City of Cardiff Council. The breakdown of waste arising, by operational area is below:

Table 4 - Operational Area waste arising & recycling rate 2013/2014

Operational Area	Tonnes of waste collected	proportion of the total waste arising	Current recycling rates (%)	Recycling potential
Household kerbside collections & bring sites	111593	64%	56%	+70%
Household Waste Recycling	30429	18%	60%	+85%

Centres				
Commercial waste collections	15905	9%	33%	+60%
Street cleansing (incl. sweepings, fly-tipping and litter)	9527	5%	< 1%	+60%
Other (parks/highways)	6074	4%	99%	100%

The table above identifies the operational areas that contribute the greatest to the total MSW managed by the City of Cardiff Council. Although it is clear from the offset that we need to focus our main resources into increasing recycling within the main sources of MSW, we must not discount opportunities to increase recycling in all operational areas.

3.2. Current service provision

3.2.1. All services detailed below are provided “in house” by a team of approximately 550 employees.

3.2.2. Every household in Cardiff has a weekly collection of recycling and food waste, and a fortnightly collection of residual waste. Garden waste is collected fortnightly from March-October, on the alternate week to residual waste. From November 2013-March 2014, garden waste was collected once a month, to accommodate the reduced demand for service.

3.2.3. Residents also have the opportunity to apply for the “hygiene collection service” if they are unable to manage large amount of nappies and incontinence waste with a fortnightly residual waste collection. Those signed up to the service receive a collection of “tiger bags” on the alternate week to their residual waste collection.

3.2.4. Almost 28% of households in Cardiff are flats; although the majority of flats conform to the collection frequencies listed above, where storage space is limited property managers may arrange additional collections as required, with additional cost to their residents.

3.2.5. Bulky waste collections are provided at a charge, with over 14,000 users of the service each year. There is currently limited recycling of bulky waste items (with the exception of hazardous white goods), which will be addressed within this updated waste management strategy.

3.2.6. In 2014 the council supported 3 Household Waste Recycling Centres (HWRC) located at Lamby Way, Bessemer Close and Wedal Road. Recycling facilities for various materials are available

at all our HWRC sites which include cardboard, electrical goods, wood, garden waste, metal and much more. Sites are currently open seven days a week. Following a review of services, including public consultation, a decision was made to move to a two site model. It is anticipated that this will be implemented during 2015.

3.2.7. There are currently 17 “Bring Sites”; local drop off points located around the City, to enable residents to recycle household items such as mixed recycling, batteries and textiles.

3.2.8. The council operates commercial recycling & waste collections, currently servicing approximately 3300 customers. Customers are able to recycle the same range of dry recyclable material as householders in Cardiff. Various collection arrangements are available, changeable to the customer’s individual needs. Waste audits are arranged to assist in determining the most appropriate arrangements. In addition, a commercial waste recycling centre has recently been opened at the Bessemer Road site, to enable commercial customers to drop recycling and waste off at site.

3.2.9. The street cleansing service has been recently re-designed – with the new operating model for street cleansing across the city changing to a ‘needs based service’ that focuses resources efficiently upon the areas that require the most cleaning. In addition to using the latest mechanical sweepers, both community sweepers and service personnel are responsible for clearing litter by manual means. Responsibilities include; ensuring that roads and pavements are kept clean and tidy, emptying litter bins on a regular basis, and cleaning busy highways (e.g. town centres).

3.2.10. The descriptions provided above are of the main public facing services, accessed by our customers. Other services not listed above may be referred to in more detail throughout the recycling waste strategy.

4. **Headline Policy and Aims**

4.1. Although the basic principles of the 2011 strategy objectives are still valid, there is a requirement for these to be updated to reflect the current priorities.

4.2. To provide a framework for the development and delivery of the Recycling Waste Strategy 2015 to meet new challenges, the following headline policies & aims have been identified.

Table 5 Headline Policy & Aims

Headline Policy	Aim
Waste Minimisation	To inhibit the growth of MSW per capita by promoting waste minimisation initiatives with a long

	term aim of reducing growth to zero
Underpinning Awareness and Education	To raise awareness with the public and the Council of the need to enhance re-use, high quality recycling and composting throughout the city through comprehensive stakeholder engagement
Maximise high quality Reuse, Recycling and Recovery	To ensure compliance with all legislation and guidance produced, with the ultimate aim of achieving 70% re-use/recycling/compositing rate by 2024/25
Minimising Waste to Disposal	To minimise the amount of MSW sent for disposal, by not exceeding the maximum amount of waste to landfill/energy from waste facility targets set by Welsh Government
Partnering	To work with local partner organisations, where practicable, to deliver local, regional and national benefits.
Cost Efficient Service	To provide a value for money waste management service which is cost effective and efficient
Sustainable Management	To offer waste management services that offer substantially improved sustainability and much reduced carbon emissions

4.3. Waste Minimisation

- 4.3.1. The recycling waste strategy will seek to explore and enact approaches aimed at limiting the growth of waste collected by the Council. It will analyse data available, in respect of waste streams, and controllable and uncontrollable pressures, and create a plan founded on this analysis. Equally the recent public consultation results continued to support and recognise that waste minimisation is an important part of managing waste and recycling in Cardiff.
- 4.3.2. It must be recognised that the main factors influencing consumer behaviour, and reducing waste at a producer level, are out of the control of the City of Cardiff Council. Wider issues surrounding these challenges are being addressed within Welsh Government's Waste Prevention Programme for Wales and associated sector plans.
- 4.3.3. The recycling waste strategy will consider all recommendations for local authorities, as identified within the Waste Prevention

Programme, in particular the need to locally promote strategies devised at a national level.

4.3.4. The Council will seek to drive down the growth of waste so that by the year 2024/25, growth will be static. This will be achieved by further enhancing the waste minimisation and education initiatives already in place, exploring the notion of items currently classed as “waste” as being considered a “resource” by customers. Awareness will be raised through a variety of forms, with messages and communication methods being tailored to target audiences. In addition, we will commit to support minimisation activities such as reusable products, home composting bins and wormeries.

4.3.5. The Council will also take the opportunity to stimulate people’s awareness and buying habits throughout any key collection change material.

4.4. Underpinning Awareness and Education

4.4.1. The Environment Directorate, particularly Waste Management & Street Cleansing is a key frontline Council Service which can shape citizens perceptions of the Council as a whole.

4.4.2. It is important to acknowledge the role of the public in raising levels of high quality re-use, recycling and composting. The council can undertake detailed waste flow modelling, analyse collection data, research best practice and initiate improvements to infrastructure and recycling and waste schemes, but none of that practice is worthwhile without the full support and participation of the public.

4.4.3. As strategic changes are implemented, full communication plans will be drafted with the support of the council’s communication team. A range of methods will be employed to communicate with all customers, both internal and external. These will embrace all available media formats, and recognise the social and demographic variations across Cardiff. Once these demographics have been identified, the council will provide targeted educational messages specific to the areas, using all data available to identify the message required.

4.4.4. Full consideration will be given to Ethnic and Minority Ethnic groups, with multi lingual information available where needed. In addition, the council will consider preferred communication formats for these specific groups, seeking advice from neighbourhood management and community groups. The council is also committed to the Equal Opportunities Policy, offering material in formats such as large print, Braille and audio formats.

Planned operational changes would be subject to the Equality Impact Assessment.

4.4.5. The council will make full use of communication material that is available from partner organisations. For example, fly-tipping publicity material from Natural Resources Wales. In addition, it will draw on best practice communication activities and case studies provided by Waste and Resources Action Programme Wales (WRAP), as well as utilising existing research undertaken by partner organisations into behavioural change, demographics and preferred communication methods.

4.4.6. Education will be supported by the “Zero Tolerance” enforcement approach towards environmental crime, for those in the community who do not take responsibility for their own waste. Enforcement will only be an option in cases where legislation, and political direction, is available to support it.

4.5. Maximise high quality re-use, recycling and composting

4.5.1. All waste service elements have been analysed to bench mark our current position against potential best practise, recycling performance and waste minimisation activities (these are outlined in Appendix B). This helps to identify how each area can increase their recycling potential and assist in developing action plans and projecting the councils overall projection against statutory targets.

4.5.2. The future recycling target of 58% can be achieved, but steps have to be taken now to ensure this target is met. The success of achieving the future target of 64% by 2019/20 will be challenging based on initiatives identified to date.

4.6. Minimising Waste to Disposal

4.6.1. Minimising waste to disposal is a key priority, and will fundamentally be achieved by ensuring increased levels of high quality re-use, recycling and recovery.

4.6.2. The through the Prosiect Gwyrdd Contracted regional partnership, which has concluded its long term project aim of securing an alternative treatment for residual waste, has resulted in the Viridor Energy from Waste (EFW) plant being built. The EFW plant processes Cardiff’s residual waste, it will not be treating any waste over and above the maximum amount of waste permitted to treat targets, as set out in the Welsh Governments Towards Zero Waste strategy and the contracted arrangements.

4.6.3. The council are committed to reducing waste to disposal or treatment, through increased quantity and quality of re-use & recycling. This can be achieved by improving infrastructure, public

accessibility and behaviour with a view to achieving national targets and avoiding financial penalties (for exceeding maximum disposal and/or treatment targets).

4.7. Partnering

4.7.1. The Council will examine ways to deliver improved performance, in the most cost effective manner, by maintaining and exploring new partnership opportunities.

4.7.2. Further regional working with neighbouring authorities will be actively explored, taking into consideration any experiences as learnt from the Prosiect Gwyrdd partnership. Additional partnerships already exist following the Waste Management Strategy 2011-15 including the Cardiff Organic Waste Treatment programme, with the Vale of Glamorgan Council, and the South East Regional working group for procurements of recyclates. New areas will be explored such as recycling processing, shared resources for procurements and service delivery, plus education and enforcement activities.

4.7.3. Work is currently under way with the support of Welsh Government and Local Partnerships to explore the feasibility of a regional recycling facility that will deliver cost effective processing and maximise income for the region.

4.7.4. Both the Welsh Government's Waste Prevention Programme and Towards Zero Waste strategy put great emphasis on increasing re-use, recognising both the environmental benefits and social benefits it can bring. The Council will continue to maintain existing partnerships with third sector organisations, as well as seek new partnerships to create additional re-use opportunities.

4.8. Cost Efficient Services

4.8.1. The need to provide the most cost efficient services has never been more important, with savings of £50 million required in 2014/15 in the Council. The following service changes have already been, or are in the process of, being implemented;

- seasonal garden waste collections
- no further deliveries of black bags to those without a wheeled bin
- wheeled bin expansion to drive recycling and waste minimisation
- review of the green bags and food liner distribution process
- reusable green waste bags and opt in garden waste services for the inner city areas

- continuing use of technology to ensure round & crew efficiencies
- HWRC rationalisation and considering cross boarder traffic by residents

4.8.2. Cost effectiveness will form a key part of the criteria for identifying preferred options throughout the waste flow modelling. The Council will consider any “invest to save” options, taking into account long term financial benefits and will be a priority of each detailed implementation plan.

4.8.3. In general terms, cost effectiveness will also be exercised through;

- compliance with the re-use, recycling and composting targets to generate revenue to help offset costs, and the avoidance of financial penalties
- improving the quality of recyclable material, to ensure best market values are obtained
- enhancing waste minimisation initiatives, to reduce waste going to landfill/ energy to waste plants at a cost
- Investing in joint public procurement partnerships where economies of scale are a clear benefit
- Engaging appropriately with the third sector and other partnerships to exploit greater, long term financial efficiencies.
- Considering a charge for those services that are not statutorily required to be provided for free
- Seeking opportunities for revenue in all aspects of operations

4.8.4. Detailed financial modelling will be brought forwards in each detailed implementation plan, as the delivery of the recycling waste strategy is broken down into implementation phases.

4.9. Sustainable Management

4.9.1. In 2006 the Council joined the Carbon Trust’s Local Authority Carbon Management Programme and in 2007 set a 60% reduction target for CO₂ emissions by 2018. Cardiff Council, in partnership with other major employers and organisations in the city, is committed to implementing its Carbon Lite Cardiff Action Plan, with the aspiration of becoming a Carbon Lite City.

4.9.2. Cardiff will significantly improve the sustainability of its waste management service by adopting a high quality and quantity recycling, composting and landfill diversion strategy. Throughout the implementation of this Strategy the Council will need to investigate the potential for reducing the carbon impacts of all its activities and end markets.

4.9.3. As part of the development of the Recycling Waste Strategy a carbon analysis of the various collection options will be modelled to establish the comparative benefits & impacts on global warming and the environment.

5. Achieving High Quality Re-use, Recycling and Composting

5.1. Previous waste flow modelling, detailed within the Waste Management Strategy 2011, concluded with indications on the level of waste that should be captured within each operational area, to ensure that the long term 2025 Welsh Government re-use, recycling and composting targets were achieved. The long term recycling targets will require an additional recycling tonnage excess of 30,000 tonnes at the current growth rates. The maximum level of recycling required for each operational area will be referenced below, further details on best practise can be found in Appendix B. Achieving the 2020 target of 64% is achievable based on the tonnage assumptions and initiatives outlined below. Additional waste flow modelling will be completed within each implementation plan of the main recycling waste strategy, so these figures may differ slightly. However, the potential strategies will remain as options, regardless of any change in statistics.

5.2. The Recycling waste management strategy 2015 will be broken down into implementation phases. Each phase will be subject to a detailed business planning and budget approval.

- Phase 1: Residual waste restricting programme
- Phase 2: HWRCs, new markets and reuse options
- Phase 3: Recycling collections change requirements
- Phase 4: Regional recycling infrastructure
- Phase 5: Additional recycling performance; commercial, cleansing

5.3. Phase 1: Residual waste restriction programme. Summer 2015, provides an additional 5000 tonnes of recycling

Household Kerbside Collections

5.3.1.1. The re-use, recycling and composting performance of kerbside collections will need to increase to excess of 70% in order to achieve the 64% statutory recycling target by 2020. However, as well as recycling targets, the council must also consider if the current service provision is recycling collections compliant and fit for local needs in order to remain legally compliant. The review undertaken to date considered the following through a detailed implementation plan;

- Restricting residual waste is the only option to drive recycling out of the domestic waste stream. Restricting can be

- implemented through replacing the existing 240l wheeled bin with 140l wheeled bins, or retaining the 240l wheeled bin and changing the residual collection frequency to 3 or 4 weekly.
- Monthly residual waste collections are less expensive than restricting the wheeled bin size and keeping the frequency to fortnightly, but the impacts on the public's recycling habits, fly-tipping and health concerns are unknown.
- Cardiff's vehicles and operative costs are higher than the industry norm.
- Wheeled bins for recycling would move the council further away from the legal guidance and could actually limit the quantities recycled by residents.
- Food waste should continue to be collected weekly
- Recycling should continue to be collected weekly; although fortnightly recycling reduces costs, it may significantly reduce the quantities of recycling presented by resident.

5.3.1.2. The main conclusions that have been explored in detail, through the detailed business case design are;

- **Weekly food waste collections** remain with the kerbside caddy system
- **Recycling will weekly** and currently via green papers as the detailed implementation plan is reviewed.
- **Seasonal Green waste**, fortnightly collections in the summer, with reusable garden sack to replace the biobag scheme. Charging for green waste will not be progressed currently due to lack of public support and the risk to recycling if this material is lost.
- **Residual waste collections will remain fortnightly**, but **restricting of residual waste** is required; as supported by the consultation the preferred method is through the exchange of the current 240l wheeled bin for a 140l wheeled bin, following expansion of wheeled bins to further suitable areas. The remaining bag areas will be provided with a comparable limit of bespoke waste bags.

5.4. Phase 2: HWRCs, new markets and reuse options, 2015/16, to deliver an additional 5000 tonnes of recyclate.

Household Waste Recycling Centres (HWRC)

- 5.4.1.1. The Welsh Government's "collections blueprint" suggests that HWRC must achieve an 80% recycling rate if we are to achieve the statutory recycling targets of 64% by 2020. The HWRCs achieved 65% recycling in 13/14 and above 70% in 14/15, so there is potentially a large proportion of material (up to 5000 tonnes, with a further 1000 tonnes from new markets) that could be captured. Recycling over 80% is achievable and some high performing sites achieve over 85% recycling.

5.4.1.2. To achieve high recycling on our HWRC sites the following steps must be initiated:

- Considering best practice design and layout, including split-level sites and efficient traffic management systems, when planning the development of the new site
- As a result of the HWRC 2 site” re-design, it is anticipated that there will be a higher staffing levels per site. The council will dedicate resources to ensure that site operatives are proactive in diverting waste from landfill, directing materials into the correct skips, as well as providing helpful and useful knowledge to the site users.
- Adapting to recycling markets, and providing recycling facilities for a range of bulky items and materials not currently recycled e.g mattresses and carpets
- It has been identified that 5% of all site users are trader (businesses) that should not be using the sites and also 17% of all users do not live in Cardiff. The council must reconsider the current vehicle access policy, to ensure that only domestic site users from Cardiff are accessing the site and external users are charged appropriately.
- Alternatively, consider the introduction of a “permit scheme” to ensure only Cardiff residents benefit from the HWRC.
- Invest in comprehensive training and up skilling programme for the site operatives so they can assist the customers to reuse and recycle as much as possible, plus identify and turn away those not entitled to use the sites.
- Considering a “no bag” policy at the HWRC, to encourage users to segregate material prior to entering the site, as well as reducing contamination of mixed recycling skips.
- Progress a re-use shop run entirely by a third party organisation, with conditions to ensure that any items deemed unsuitable for re-use are recycled.
- Improving signage around site, and on containers, to improve capture rates and reduce contamination levels.
- Educate residents on the facilities available to them and how best to present and prepare their waste and recycling before coming to site.

Bring Sites

5.4.1.3. The popularity for bring sites reduced when weekly recycling was introduced in 2011. This was supported by the consultation results with 72% of respondents stating they no longer use bring sites. The number of sites provided by the council has reduced in recent years due to abuse or under use. However, they still provide certain communities with an alternative recycling option and are part of the WG preferred waste collections blueprint.

- Review existing bring site provision to ensure its suitable for user needs
- Evaluate current usage, satisfaction and contamination levels of existing bring sites, and adapt as appropriate
- Upgrade or adapt existing bring side provision to compliment any future change to kerbside recycling collections
- Work with partners to consider opportunities to place recycling banks in alternative locations, accessed by a large footfall e.g. schools, community halls

Bulky waste collection/Fly-tipping clearance

5.4.1.4. The household kerbside collection scheme will re-use, recycle or compost excess 70% of its waste arisings by 2020. Increased re-use and recycling of bulky waste items, both from arranged collection, and fly-tipping, is integral. Excess of 500 tonnes of material could be diverted to from disposal with a change to collection methods. Potential strategies to achieve this include:

- Utilising available facilities at HWRC's, to either recycle or re-use items collected, diverting increasing amounts of materials from collection as the sites expand the types of materials accepted
- Investigating the benefits, or otherwise, of introducing a credit scheme, inviting organisations that currently accept items for re-use an incentive, in return for obtaining their re-use data. Work with these organisations to divert re-useable items for the bulky collection scheme, and into their organisations
- Initiating a project team, to investigate current bulky waste, and fly-tipping collection arrangements, and identify any improvements necessary.
- Increasing understanding of the composition of fly-tipped, and bulky collected waste, to identify common materials and the need to implement new recycling streams.
- Considering all potential options to improve the bulky waste collection service, taking into account best practice examples of an in house run service, a partly outsourced service, and a service ran entirely by third sector organisations.
- Working with Welsh Government to implement a re-use network, consisting of third sector organisations that have the ability and relevant processes in place, to re-use and recycle collected bulky waste.

5.5. Phase 3: Recycling collections change requirements, detailed plans will be presented 15/16 to ensure Cardiff remains legally complaint and deliveries cost effective and high quality recycling

5.5.1.1. The next step is to undertake detailed business planning with support of the CCP, based on the preferred option and

benchmarking against kerbside sort methodologies. Any change in service must consider the timings; ability to meet LARTs; capital investment requirements; cost of change; the current MRF asset value and the current contract arrangements such as the refuse collection fleet which has a three year life span remaining.

5.5.1.2. The following need exploring in more detail, prior to a final decision;

- Efficiencies can be found by combining the food and recycling collections on one vehicle.
- Efficiencies could be found by reviewing the working time and crews levels on each round.
- The quality and market price obtained by Cardiff for paper and glass could be improved by separating these materials prior to collection, as cross contamination in the green bags reduces the quality slightly.
- Processing through a bulking station reduces the operating costs. However, the sorting of some recyclable streams such as cans, plastics, fibre and even glass can increase the market value obtained, compared to just bulking materials
- The restricting changes will change the dynamic of the recycling and waste collected, so this changed position needs to be fully understood before the final models can be run.

5.5.1.3. Alternative recycling collections should be considered to obtain higher glass and paper recycling markets. The options open for further exploration remain a 'twin stream' approach that requires the public to present paper and card in one container and cans, glass and plastics in another container or the full kerbside sort option with containers for paper, glass, cans, card and plastics collected separately at the kerbside. Continuing with the co-mingled green bag system may not be the best recycling collection method or cost effective method for Cardiff.

5.5.1.4. Further details of the recycling collections considerations against the legislation can be found in appendix F

5.5.1.5. A range of options available to the Council when considering the best solution for Cardiff were outlined in Appendix C and possible high level costs in appendix D. Through the support of the CCP and WRAP, modelling of kerbside collection options was undertaken to assist in narrowing down the options. The final solution will be presented through detailed business planning later in 2015. Sensitivities are also required on the base model to explore the financial costs of factors such as;

- Public participation

- Market prices
- Recycling capacity e.g. what if residents require an additional container?

5.6.Phase 4: Recycling infrastructure, further feasibility study to be presented 15/16. To secure recycling infrastructure and obtain high quality recycling and optimum market income.

Regional Recycling Infrastructure

- 5.6.1.1. The benefits to Cardiff through regional working and joint procurements have been well evidenced with the success of projects such as the Project Gwyrdd; the Cardiff and Vale organics procurement and also regional procurement contracts such as electrical items; wood; textiles and sweepings. By combining together, we share the resource costs and secure better gates fees through economies of scale. Equally Welsh Government is keen to see more regional working to secure longer term cost savings.
- 5.6.1.2. Regional approaches have been tried and tested for residual waste, food and green waste facilities across Wales, yet there remains a gap in the market for recyclable materials. All local authorities process to varying degrees: paper; card; plastics; glass; metals, from the kerbside but also larger materials such as furniture; wood; rubble; oils; batteries; textiles and other bulkier items from household waste collections.
- 5.6.1.3. Regardless of the collection method for dry recycling it is clear that the best market prices and quality can be obtained by further sorting materials ready for market, for example glass into different colours; plastics into different types; metals into steel and aluminium and also depending on market condition paper into different grades. There are a range of local facilities across Wales, including our own Materials Recycling Facility, but no large scale facilities exist in Wales.
- 5.6.1.4. It is proposed, through partnership with Welsh Government and support from Local Partnerships (funded by Welsh Government), Cardiff will explore the feasibility of a regional recycling facility. The programme will initially seek expressions of interest from surrounding and regional Authorities; test the market appetite for such a facility and most importantly what materials do the end processes seek in order to scope the facility requirements. The initial scope of materials under consideration will remain wide in order to maximise the potential of any such venture.

5.6.1.5. A feasibility study will be completed based on the main objectives of the facility;

- Secure future recycling capacity for the region
- Delivery high quality materials to the market place
- Provide a flexible processing facility for all dry recycling materials
- Provide economies of scale to deliver cost effective processing and maximise income potential for the region.

5.6.1.6. In addition, working with other local authorities to develop regional solutions, to expand the range of materials that can be recycled from the kerbside e.g. nappies

5.7. Phase 5: additional household recycling performance; commercial & cleansing. This will be tabled for 2016 and beyond to obtain to secure the further 12,000 tonnes.

Commercial Waste

5.7.1.1. The commercial recycling and waste collection team will re-use, recycle or compost 59% of their waste arisings by 2020. Currently only 38% of the commercial material is recycled as the priority has been to secure income for the service. The balance between income and recycling performance are closely linked, with the higher commercial incomes being related to residual waste collections, rather than recyclables. Based on compositional analysis, excess of 3000 tonnes of the existing waste stream could be converted from waste to recycling. Potential strategies to achieve this include:

- Investigating the benefits, or otherwise, of procuring on board weighing equipment. This will allow for more accurate recording of customer's individual recycling performance, and will allow the team to target low performing customers to encourage increased recycling contracts
- In depth waste audits to be arranged for all new potential customers, to ensure that their waste contracts allow for maximum levels of recycling
- Increasing our understanding of customer's needs, including customer consultation/feedback, and analysis of residual waste collected, with a view to introducing collections of additional material (should recycling

markets, and user need allow), with possible support from third sector organisations

- Introducing case studies of successful recycling schemes within existing customer contracts, focusing on both environmental & financial benefits. These personalised case studies can be complimented with Welsh Government's commercial sector plans
- Investigating the potential of a commercial waste re-use area within the commercial waste recycling centre, or any other re-use potential.
- Working closely with the Bessemer Close Commercial Recycling Centre, diverting customers that do not produce a large amount of waste (therefore not warranting a recycling and waste collection) to the site.
- Continuing, and further developing, education and enforcement activity across the commercial sector to improve presentation of waste with the view of improving overall local environmental quality.
- Where education does not bring about the desired improvement in recycling, considering the use of a formal enforcement notice prescribing and enforcing the manner in which recycling and food waste must be separated from residual waste receptacles. This will be considered as a last resort, with sensitivity to contractual agreements.

Street cleansing

5.7.1.2. Street cleansing operations (litter bins and street sweepings) will recycle or compost 60% of their waste arisings by 2020. Potential strategies to achieve this include:

- Continuing to procure a suitable contract, with the ability to recycle and/or compost street sweepings and leaf fall. This makes up over 50% of the street cleansing material and potentially can all be recycled.
- Investigating new recycling markets and technologies with the ability to improve recycling in street cleansing operations.
- Considering an improved design litter bin, within the standardised litter bin policy, with specific material receptacles, in order to reduce contamination and improve recycling potential
- Investigating how litter segregated for recycling at events and within the City Centre is currently collected, processed and recorded for recycling.

- Updating, and further developing, the Local Environmental Quality strategy, with key recycling educational messages throughout.
- Considering the potential for split collection vehicles, in order to be able to efficiently collect and segregate recyclable items during cleansing operations.

5.8. Summary of the recycling target requirements

5.8.1. As previously, mentioned the Council must take steps to ensure they avoid fiscal penalties from the LART and LAS schemes, but also provide a collection service which remains compliant with the rWFD. The latter can be a change in service or a robust recycling collections evidence base to remain as we are. The table below determines when step changes in performance should be made, in order to avoid fiscal fines. The need to implement general waste restrictions in 2015 should be the key driver when considering the required changes to the collection service and associated timings of any change for the rWFD.

Table 7 – summary of steps required to achieve LART

Scheme	Target year	Target %
Sweepings recycling	2014/15	52%
HWRCs 80% recycling	2015/16	58%
Reuse shop	2015/16	58%
Restricting residual waste	2015/16	58%
Carpet recycling	2015/16	58%
Mattress recycling	2015/16	58%
Bulky/flytipping recycling	2015/16	58%
Commercial 60% recycling	2016/17	58%
Hygiene recycling	2016/17	58%
PG 5% recycling contribution	2016/17	58%
Cleansing 60% recycling	2017/18	58%
Domestic collections to achieve 70%	2019/20	64%

6. Finance

6.1. Welsh Local Government Association's (WLGA) waste finance project 2012-13, released individual local authority bulletins, detailing overall net expenditure of household waste collection services. An overview of the results are below:

- Cardiff's overall net expenditure on household waste services (Residual, Dry recycling, Organic, HWRC and Bring sites) for 2012/13 was **£23,468,844**.
- This represents an expenditure of **£157 per** household per annum (£3.01 per household per week).
- When compared with the other local authorities in Wales on a per household basis, Cardiff are ranked as **7th** lowest cost authority

(median expenditure per household is £181, lowest expenditure £120)

- Overall expenditure on household waste services has **fallen by 1.5%** when compared to 2011/12.

6.2. Financial challenges

6.2.1. The 2015-16 corporate budget report, approved by Cabinet in February 2015, identified savings of £50 million to be made. Environment Directorate is required to deliver savings excess of £7m over the next three years. This is in addition the SWMG is expected to reduce at least by 3% each year, which will add an additional £1m pressure to recycling services over the next three years.

6.2.2. In 2013/14 the Council failed the LART by over 4000 tonnes. If the full fine is imposed this would equate to £800,000. To do nothing is not an option.

Table 8 – do nothing option

Do Nothing option based on 13/14 performance	LART Target	Recycling Tonnage defecate	Annual Fine value
2014/15	52%	4365t	£0.8m
2015/16	58%	15,900t	£3.2m
2016/17	58%	17,113t	£3.4m
2017/18	58%	18,341t	£3.7m
2018/19	58%	19,584t	£3.9m
2019/20	64%	31,812t	£6.4m
		Total	£21.4m

6.2.3. However, any short term and long term financial decisions will need to be considered in conjunction with the aims and objectives of the Recycling Waste Management Strategy, loss of grant support and the risk of LART fines. For example, the £2m capital investment in restricting wheeled bins, could protect against an annual fines of the same magnitude.

6.2.4. We must recognise the importance of the synergy that should exist between directorate priorities and service and financial planning, along with timely performance management that will integrate financial and service performance.

7. Risk Management

7.1. There are numerous risks associated with the recycling waste strategy. Principally these are summarised in five key areas; funding,

failure to meet statutory targets, public participation, future change to legislation and the risk of change.

7.2. Funding:

7.2.1. The Welsh Government have outlined their preferred collection and processing methods within the collections blueprint. The SWMG funding may be at risk for schemes that do not adopt their preferred methodology. It is unclear at this moment in time if the whole £7.2m is at risk or the parts that only fund activities that are not directly linked with the blueprint. In addition there are pressures on revenue budgets to deliver the increased service provision and these must be balanced with corporate needs to deliver savings. The council must deliver affordable services and manage the growth pressures, particularly as the long standing future of the SWM grant is unclear.

7.2.2. Obtaining high quality recycling markets will increase the income to the council and also reduce the risks if markets become unstable or market prices drop. Closed loop recycling products consistently secure the best market prices. Any future collection method must incorporate and minimise the impacts of future markets and income that can be secured.

7.2.3. If the council continues with the co-mingled recycling collection service without a robust business case then the council will be open to legal challenge from National Resources Wales, although the penalties are unclear at this time. Equally, the Council may face expensive legal challenge from third parties that supported the judicial review of the original directive.

7.2.4. Welsh Government has outlined that there will be some capital funding available to support Local Authorities with the cost of change, but the level of support needs to be fully explored as it may not be sufficient to fund the level of change Cardiff require. Nor may it be available when the council require the funding for the final scheme that the council adopts. Any change will be financially modelled on an invest to save principle.

7.3. Failure to reach targets:

7.3.1. Failure to meet the Landfill Allowances scheme carries a £200 per tonne fine. In addition the new statutory recycling targets also incur an additional £200 fine if the targets are not met. These costs would be placed on the Authority and would be of a significant magnitude each year. As highlighted previously the risk of fiscal penalties is real and potentially severe. If unchecked the fines could potential equate to more than £21m by 2020.

7.3.2. As well as the financial consequences of not meeting national targets, the impact in terms of public reputation would also be significant and this could further undermine public participation in recycling efforts.

7.4. Public participation:

7.4.1. The public will have to be fully engaged with principles of waste minimisation, reuse and recycling. Without high public participation rates, the later targets beyond 2016 will be difficult to achieve. By delivering the required service infrastructure the Council will be well placed to engage with the public in a timely manner to deliver increased capture and recycling rates.

7.5. Future changes to legislation:

7.5.1. An amendment to national legislation, along with development of new guidance has been significant since the waste management strategy 2011-15. Legislative change is always a risk, and will always need to be taken into consideration; hence this strategy focuses on the next three years only.

7.6. Risk of Change

7.6.1. The market is still developing modern kerbside sort vehicles, and as such the lease market is not currently available, so the vehicles must be purchased out right. A recent visit to Belfast confirmed that the confirmation of the vehicles is imperative to suit your needs. Once the first compartment on the six compartment vehicle is full the vehicle must return to the depot to off load. This can rapidly increase costs if the waste composition changes over the 5-7year life span of the vehicle. Equally due to long procurement periods of 12-24 months it is vital to ensure the right number of vehicles are procured, or the service will have to support too many or too few vehicles.

7.6.2. The current refuse collection vehicle contract will have to be considered for any change. The current contract has a three year life remaining. Significant changes to the fleet in this period will incur financial penalties.

7.6.3. The asset value of the MRF must be fully understood and considered in any change. In addition what would be the cost of change to reconfigure the MRF building into a bulking station suitable for kerbside collection? The foot print may not be sufficient to be safely adapted to offer load kerbside sort vehicles.

7.6.4. Less than 4% of the public supported kerbside boxes in the recent consultation survey (November 2013) and the risk of the public rejecting a change to kerbside sort must be fully considered as this would increase waste to landfill and reduce recycling performance. This risk is not a defence under the legislation, but the costs of such potential change in participation will be fully considered through the modelling. Only two local authorities have made the change from co-mingled to kerbside boxes (Chester and Torbay) to date; both saw a reduction in their recycling performance.

7.6.5. Government research shows that for any recycling scheme to be successful for public buy-in, it must be simple and easy to use. The National recycling trend is seeing more local authorities move away from kerbside to comingled collections.

8. Stakeholder Engagement

8.1. A new organisation model has been identified for the City of Cardiff Council, in which the fundamental qualities of being a “co-operative” council are being introduced. The City Council will create services **with** people, creating a city **for** people with a strong commitment to openness and engagement.

8.2. The achievement of high recycling and composting rates relies upon strong support from the public. The Council can provide appropriate infrastructure, but without the residents of Cardiff fully participating in the initiatives, the targets set out by WG will not be reached. It is therefore critical that the public are fully informed about the national and local objectives, how they are to be fulfilled and the important role that they will play in securing high recycling rates.

8.3. The City of Cardiff Council already undertakes a programme of public awareness and education. These activities will be continued, reinforced and enhanced to ensure that the public are consulted, and fully engaged with any change process. Concerns and comments will be actively encouraged and considered before final decisions are made.

8.4. Questions in relation to the services that waste management and street cleansing provide are featured within the annual “Ask Cardiff” surveys. Additional surveys and consultations are also initiated by the service area, including most recently the community litter plan consultation, and “The Future of Waste and Recycling- a 2025 vision for Cardiff”. The latter survey confirmed that the residents of Cardiff consider environmental matters and recycling to be a priority.

8.5. The full results of “Outline Waste Management Strategy- 2015-2018” consultation (a summary can be found in appendix E) and “The Future of Waste and Recycling- a 2025 vision for Cardiff” are available on the councils web page but in summary identify:

- Residents support the need to recycle in order to reduce costs and avoid fines
- They support reducing the impacts on our environment through waste minimisation and recycling
- The same service across the city was important to them
- A smaller bin or bespoke bags was the most popular choice of restricting the general waste.
- The council should do more to encourage recycling and take enforcement action where residents don't recycle.

- Less than one fifth used local brings sites
- There was general support for more wheeled bins, reusable sacks and continuation of the green bag scheme.
- Having simple schemes that don't cause clutter on the streets was important to residents.
- People support the need to recycle and be more suitable, they are also interested in what happens to their recycling

Appendix A – Waste Management Strategy 2011, Gap analysis

MSW Gap analysis from 2011-16 Strategy

Area	Action point	Status	Comments
Waste Minimisation	Continue to promote waste minimisation	<input type="checkbox"/>	Ongoing
Education and Awareness	Targeted education campaigns	<input type="checkbox"/>	Ongoing
	Promote new items that can be collected for re-use or recycling	<input type="checkbox"/>	Ongoing
	Student campaign	<input type="checkbox"/>	Ongoing
	Use waste analysis and compositional analysis to provide intelligent and targeted educational campaigns	<input type="checkbox"/>	Ongoing
	Schools education campaign	<input type="checkbox"/>	Ongoing
Waste Collections	Maximise the distribution of green bags, bio-bags and liners	<input type="checkbox"/>	needs to be reviewed
	rebalancing of collection days and a strong supporting education campaign	<input type="checkbox"/>	completed 2011
	Weekly green bag recycling	<input type="checkbox"/>	completed 2011
	Fortnightly residual collections	<input type="checkbox"/>	completed 2011
	Fortnightly green waste collections	<input type="checkbox"/>	completed 2011
	No side waste policy	<input type="checkbox"/>	completed 2011
	Expand wheeled bins to all areas suitable	partial	partially completed
	Separate food waste kerbside caddies to all households	<input type="checkbox"/>	completed 2011
	Consider hygiene collections	<input type="checkbox"/>	completed 2011
	Realign collections and cleansing	<input type="checkbox"/>	completed 2011
	Seasonal green waste	<input type="checkbox"/>	completed 2011
	Review waste presentation times in city centre	<input type="checkbox"/>	completed 2011
	Limit the number of black bags presented for collections	x	areas remain unlimited
	Consider reducing the volume of residual wheeled bins from 240l to 140l prior to 2020	x	Grant funding reliant - not delivered
	Consider the impacts of black bags to be collected in advance of green bags	<input type="checkbox"/>	completed 2011
Utilise the bar-coding system to report issues	x		
Bulky Waste Collections	Change bulky collections to maximise reuse and recycling, esp WEEE & furniture	partial	electrical and white goods only
	Continue to promote the bulky service and the alternatives as a re-use and	<input type="checkbox"/>	Ongoing

	recycling option and encourage the public to pre sort their materials for recycling		
	Working and promoting appropriately, relationships with the 3 rd sector and small to medium enterprises to identify opportunities for assisting in the collection on bulky household waste and support the council with the collection of a wider variety of materials.	<input type="checkbox"/>	Ongoing
	Consider charging for bulky collections	<input type="checkbox"/>	completed 2013
HWRCs	Investigate the benefits of introducing a permit system	x	
	Consider post sort arrangement of residual skips.	<input type="checkbox"/>	
	Develop a 4 th or 5 th site	x	Business case not supported
	Consider providing an interim commercial recycling centre	<input type="checkbox"/>	completed 2014
	Recycle the soil and rubble collected at HWRCs.	<input type="checkbox"/>	completed 2013
	Working with HWRC operatives to ensure commercial customers are not illegally disposing of waste at the HWRC	partial	training undertaken
	Refocus the current operatives into a new role that supports the public to maximise recycling, in a meet and greet manner.	partial	proposed for 2014/15
	robust van policies to HWRCs	<input type="checkbox"/>	completed 2012
	Explore methods for the collection and recording of tonnage data by material stream, collected for each individual site.	<input type="checkbox"/>	completed 2012
	Expand recyclable material streams to include additional recyclable material that is currently not included within the residual household waste collection	<input type="checkbox"/>	on going
	Consider expanding the community sector involvement for the collection of materials that are not suitable for processing through the MRF e.g. textiles, CD's, books	x	no suitable contract arrangements identified
	Identify patterns into why residents choose which HWRC to visit and where they come from.	<input type="checkbox"/>	on going surveys

	Improve signage at all sites	<input type="checkbox"/>	completed 2012
Bring Sites	Expand the existing bring site provision	×	expansion has not been required
	Undertake a survey of current bring sites to ensure they are of a good quality, accessible and well maintained. Identify any needs for further provision	<input type="checkbox"/>	completed 2012
	Consider increasing the number of bring sites that are close to flats and multi occupancy dwellings.	<input type="checkbox"/>	Ongoing
	Review the materials collected and potential to expand the range, to support the kerbside collection scheme.	<input type="checkbox"/>	Ongoing
	Expand the online resources and promotional materials for businesses with specific sector information on how to recycle your waste	<input type="checkbox"/>	Ongoing
Commercial	Continue to use the two tier pricing structure to drive customers to recycling.	<input type="checkbox"/>	Ongoing
	Consider enforcing recycling only contracts for all customers and remove waste only contracts by 2012.	<input type="checkbox"/>	started 2014
	Continue to target specific material streams to increase capture rates for food, paper and glass.	<input type="checkbox"/>	Ongoing
	Investigate partnerships with not for profit organisations to promote recycling initiatives	×	
	Explore collection methods or partnerships for cooking oil and shredded paper.	×	
	Implementing the results of a comprehensive review of commercial recycling operations in order to deliver long term business expansion, increased customer care and higher recycling.	<input type="checkbox"/>	Ongoing
	Undertake waste audits for customers to allow for the calculation of suitable containers and collection frequency	<input type="checkbox"/>	Ongoing
	Improve commercial recycling	<input type="checkbox"/>	Ongoing
	Continuing and further developing education and enforcement activity across the commercial sector to improve the presentation of waste, and to increase recycling and local	<input type="checkbox"/>	Ongoing

	environmental quality issues.		
Organics	Procure an organics facility	<input type="checkbox"/>	
Disposal	Complete the PG partnership	<input type="checkbox"/>	On track to be delivered
Flytipping	Provide strong enforcement action to tackle and deter further fly-tipping	<input type="checkbox"/>	Ongoing
	Provide strong education activities to prevent fly-tipping by continuing to support awareness campaigns on reporting fly-tipping and promote prosecution success through the Keep Cardiff Tidy and neighbourhood partnerships.	<input type="checkbox"/>	Ongoing
	Identify fly-tipping hot spots and implement preventative measures to prevent waste deposits.	<input type="checkbox"/>	Ongoing
	Consider the most appropriate pre or post sort methods for collecting fly-tipped materials to maximise recycling.	<input type="checkbox"/>	Ongoing
Cleansing	Introduce a wet waste recycling centre to de-water street sweeping and maximise the recycling and composting potential of the materials processed	partial	planned 2014/15
	Expand the network of recycling litter bins across the city and support operational changes to deliver maximum recycling while carrying out cleansing activities	<input type="checkbox"/>	Ongoing subject to Grant funding
	Continue to seasonally compost the leaf fall where possible.	<input type="checkbox"/>	on going
	Consider embedding recycling in all cleansing activities	x	no progress to date
	Explore the possibility of "parking day" restrictions to allow cleansing on streets that are heavily parked.	<input type="checkbox"/>	completed 2013
	Ensure standard signage across litter bin suite so that message is consistent.	<input type="checkbox"/>	completed 2013
	Provide a clear process for establishing new litter bin locations, in conjunction with GIS mapping of all existing sites.	<input type="checkbox"/>	completed 2013
	Ensure adequate litter bin provision and appropriate design.	<input type="checkbox"/>	completed 2013

	Promote strong enforcement of offenders that drop litter and incorrectly present waste, through the use of section 46 and 47 notices, frontage controls, litter control notices, fixed penalty notices for littering and fly-tipping prosecutions.	<input type="checkbox"/>	Ongoing
--	--	--------------------------	---------

Household Collections

Kerbside Sort



As part of the collaborative change programme, in March 2014 Cardiff was invited to meet with officers of Castlereagh and Belfast City Council. Belfast City Council, with a population of 334000, currently offers a kerbside sort collection to 53% of their households, with the rest being serviced by a co-mingled collection. In addition, they have trialled a “trolley box”, which resulted in a 10% increase in participation rate with each unit costing £40 to supply.

Main findings from the visit were:

- Compartment size and vehicle configuration is critical. Vehicle procurement is a very high risk area to ensuring correct specifications and long lead times of capital purchase.
- MRF/Bulking reconfiguration, do we have sufficient space for a safe layout
- A trial/phased approach will be essential to establish round sizes.
- H&S concerns in relation the increased manual handling, noise, crossing and vehicle reversing movements
- Crews do not return to the depot for breaks
- Public satisfaction and capacity are significant factors
- Belfast and Castlereagh have lower recycling and participation rates than Cardiff.

Restricted residual waste capacity

The below 2 examples identify local authorities which have “restricted” their residual waste collections; 1 by reducing the available capacity of their residual waste receptacles, and 1 by reducing the frequency of collections.

Restricted capacity



Monmouthshire County Council, a semi rural area of approximately 38,500 properties, provide a roll of bespoke, grey bags to each property. The number of bags on the roll allow for each property to present 2 bags per collection (fortnightly) equating to approximately 120L of capacity. Additional bags are supplied on request for households of 5+, and those which produce large quantities of ash are allowed an additional collection of an ash bin.

To compliment the service, residents can apply for a weekly collection of hygiene waste. This scheme took 5 months to implement, from cabinet decision to first collection. A summary of the key results is below:

- 32% increase in food waste participation
- 4.5% average increase in recycling performance across 2 recycling collections
- Reduction in kerbside collected residual waste per/household per/collection 5.2Kg to 2.3KG
- Total Municipal Sector Waste tonnages (includes kerbside, HRC's & commercial): 15% reduction in residual, 30% increase in recycling (+4000T)
- 2013/14: overall re-use, recycling and composting rate of 62.9%
- 30% increase in residual waste to HRC
- Over 2000 requests for food caddies over 2 months
- 1500 additional requests for hygiene service; additional collection had to be put on at additional cost

However, it is important to remember that local authorities have a duty to collect waste presented on the highway. Monmouthshire strategy officers confirmed that they are reliant on residents' good will to conform; additional waste is inevitably collected when it impacts the local environmental quality.

3 weekly collections

Falkirk Council

There is limited data available as to the success or otherwise of implementing 3 weekly collections of residual waste. However, it is a method that we will see being rolled out more frequently in the coming years, with Gwynedd Council implementing the change Autumn 2014, after which further examples can be gained.

Falkirk Council made the decision to implement 3 weekly collections in December 2013. A phased approach to implementation was undertaken firstly to 18,000 properties, after an analysis of material within resident's residual waste bins proved 60% recyclable content.

Early results are positive and have shown a 30% increase in food waste collected during Apr'-Jun 2014 in comparison with the same period in 2013, along with 5.5KG of residual waste collected per/household per/week in comparison with 7.62KG before the change was implemented.

Charging for green waste



Along with restricting residual waste capacity, Monmouthshire County Council also made the decision to implement a charge for garden waste. The charge is £10 a year for a permit, which allows residents a weekly collection of 1

garden waste bag. Garden waste can be taken to the HRC's free of charge. A summary of results is below:

- -27% reduction in garden waste participation
- -3.9KG collected per/household per/collection
- 15% decrease in total Municipal Sector Waste garden waste collected tonnage(includes kerbside, HRC's & commercial): -1000T
- Increase in garden waste tonnage through HRC's



Wirral Borough Council implemented a £35 per/annum charge for a fortnightly collection of garden waste. A £5 discount is applied if residents sign up for the service online, 82% of residents which did so. If households require an additional garden waste bin, a one off charge of £37 will be applied to buy a bin, along with an additional £20 per/annum charge. A summary of results is below:

- 51% of residents said it was an unacceptable change
- Initially just 35.5K (out of 144K) households signed up, equating to 24%
- Garden waste bins were brought back in after 6 months of the service beginning if residents had not signed up to the service
- 6 months implementation period
- Total tonnage of organic waste collected down 18% overall
- HWRC garden waste tonnage up 64%
- Kerbside tonnage down 44%
- Residual overall up 1%
- October 2013/14- composting tonnage down 20% in comparison to Oct 2012/13

Re-useable Garden Waste Sacks

There are many examples of Welsh local authorities that already use re-useable sacks for garden waste, where bins are not provided. These include Monmouthshire, Blaenau Gwent, Bridgend and The Vale of Glamorgan. Costs and ways of accessing bags differ, with The Vale of Glamorgan charging £1 per bag, with no limit on the number of bags that can be bought. They also apply a “no excuse” policy to replacement bags; if bags are lost or damaged, despite the reason, a charge will be applied for a new one. Officers from these local authorities have suggested that bags are no bigger than 90L for health and safety issues, and advised that it would be worth procuring weighted bags at the offset, to minimise the risk of bags blowing away. A visit to the Vale of Glamorgan took place in August 2014 to determine any operational differences or risks e.g. an open back vehicle will be required for re-useable bags, different to the vehicles currently used in Cardiff.



Bulky Waste Collections



In 2000, Bulky Bob's was awarded a contract to collect all bulky household waste from households in Liverpool, saving Liverpool Council £145,000 in disposal costs. Bulky Bob's collects all bulky household waste and provides training, employment and wider community benefits to those on low incomes in the city. Full time, trainee, volunteer and placement employment opportunities have increased as the social enterprise has developed new reuse and recycling activities. New activities include cable stripping and microwave oven recycling, to which disabled placements and their key workers are assigned. Between 2000-2010, Bulky Bob's:

- made over 450,000 collections of bulky household waste;
- diverted over 275,000 individual furniture items and white goods from landfill (60%+ of this material is recycled/reused);
- collected more than 35,000 tonnes of waste furniture and white goods; and

- employed 238 people from the long-term unemployed. 93% of the trainees who finish the Bulky Bob's year long fully salaried training programme move in to full-time employment.

Household Waste Recycling Centres

Shared HWRC facilities



Although not currently a practice adopted within Wales, there are many examples whereby English local authorities, more often than not who cover a significantly large geographical area, share facilities. This includes Suffolk and Hampshire, who charge each other for cross border usage. Limited data is available as to the success of these shared agreements. However, a recent story published within the waste industry suggests that local authorities are moving away from this practice. During March 2014, Essex Council terminated an agreement which allowed Southend residents to use their HWRC's for a £30,000 a year payment from the local authority, due to "financial restrictions".

Similarly, Bradford Council has implemented a resident's permit scheme, whereby users have to prove they are residents of Bradford to use the site. They have estimated a crack down on cross border usage will make savings of up to £160,000.

A recent study undertaken by Resource Futures, with support of WRAP Cymru, into cross border usage in Cardiff has suggested that 11% of users are from outside Cardiff, with potential additional costs of £430,000 per annum.

Carpet Recycling at HWRC's



The introduction of carpet recycling at Nottingham's HRC's has increased their HWRC diversion from landfill by 4% bringing it up to 94%.

A trial undertaken during Winter 2013 in Cardiff, whereby site operatives diverted all carpets out of the residual waste skips, resulted in 500T of carpet being collected in just one month.

Re-use Centres at HWRC's



Swansea Council have a re-use “corner shop” on site at their HWRC, which is run by 2 members of staff. Residents are invited to take items that can be re-used to the shop which are displayed in 2 storage containers. In addition, site operatives intercept users if they feel that their items can be re-used. Any items that are deemed to be of significant value are sold on Ebay using a council account, and any profit made is reinvested into a waste educational programme. The shop is currently achieving an income of approximately £130 a day, as well as re-use data. In addition, the HWRC site has a reduced disposal cost as a result of waste diversion.



Warwickshire County Council (WCC) have been recognised as the “best practice” example of developing a re-use shop by WRAP. Re-use shops are available at 3 sites, each ran by a different charity; Age Concern, Action 21 and The Shakespeare Hospice. The shops carry out 120-150 transactions per day, with Action 21 diverting approximately 10 tonnes of items per month from landfill. WCC charge a rental fee of £5000 p/annum, or 5% of the gross annual income should this be higher than £5000. 3.5 tonnes of items were diverted from landfill and re-used in 2011-12.

Commercial Waste



Limited data is available as to recycling and re-use incentives, due to the competitive nature of commercial waste collections (often run through the private sector.) Cardiff is very much at the fore front of providing an established recycling and waste collection service “in house”.

However, on board weighing technology is commonplace in the US and throughout Europe and has been found to incentivise waste reduction, with businesses (& householders!) charged by the weight of waste thrown away.

This is seen as being a fair solution, with customers only paying for what is produced.

The waste prevention programme for Wales has suggested a non-statutory waste reduction target of -1.2% a year across the commercial sector, and suggests that this is to be achieved by using economic drivers to encourage resource efficiency. Waste audits are imperative to be able to apply a figure on potential savings businesses can achieve, by improving their recycling and waste management.

During the Christmas period of 2013, Cardiff's waste education and enforcement officers, in collaboration with the commercial waste team, launched the "Operation 8" campaign. This consisted of a trial within the City Centre to 1) reduce the collection window time, to ensure waste was not on the street for an unreasonable length of time 2) regular monitoring of incorrect waste presentation 3) a requirement to lock bins at all times 4) a requirement to separate food waste. The above requirements were prescribed by issuing a formal Section 47 Notice to all businesses affected, and resulted in improved street scene during the busy christmas shopping period, with praise from visitors and the managing director of St Davids 2 received.

Bring Site Update

Cardiff currently has 13 bring sites across the city, they vary in size, type and waste stream collected. The number has significantly reduced during the past two years due to issues surrounding contamination, commercial abuse and ;lack of funding available to upgrade facilities.

Bring Sites are defined as '*any area (usually unstaffed) where members of the public can visit to deposit recyclable materials such as glass, cans, plastics, paper, textiles, shoes etc.*'.

Larger sites, for example, at supermarkets, have rear end loader skips for mixed recycling, while smaller sites (in car parks for example) simply have a number (between 1 and 4) of 1100 litre bins.

The table below identifies existing sites and the materials currently collected

Location	Ward	Facility	Materials
Western Leisure Centre, Caerau Lane	Caerau	Street Unit	Mixed recycling*
Albert Street Car Park	Canton	Rescape	Mixed recycling*
Asda, Leckwith Road	Canton	RO/RO's	Mixed recycling*
Maindy Leisure Centre	Cathays	Rescape	Mixed recycling*
Asda Cardiff Bay, Ferry Road	Grangetown	RO/RO's	Mixed recycling*

IKEA, Ferry Road	Grangetown	Rescape	Mixed recycling*
Morrisons, International Way	Grangetown	RO/RO's	Mixed recycling*
Car park behind High Street	Llandaff		Mixed recycling*
Sainsbury's, Excalibur Drive	Llanishen		Mixed recycling*
Llanrumney Library, Countisbury Avenue	Llanrumney	Street Unit	Mixed recycling*
Asda, Deering Road	Pontprennau	RO/RO's	Mixed recycling*
Rumney Community Centre, Llanstephan Road	Rumney		Mixed recycling*
Asda, Longwood Drive	Whitchurch	RO/RO's	Mixed recycling*

*Mixed recycling – items that are currently collected in the green bag domestic collection, paper, cans, glass, cardboard, plastic.

The Waste Strategy (2011-2016) stipulated that:

- *We will investigate the possible expansion of the existing network and range of facilities*
- *Work with the third sector and small to medium enterprises to provide recycling facilities for materials that are not currently collected by the kerbside scheme*

Recycling banks can also be found on private sites, as a result of agreements with private landowners and a third sector, however, have no connection with the Council. At present we do not receive any weights/information relating to their performance.

In the main, recycling banks are collected as part of the Commercial rounds, as a result, no weights/figures are available to assess their performance.

Recycling banks at supermarkets are collected through HWRC collections. As a result, the containers are weighed at Lamby Way and figures for its contents counted towards recycling figures. Recycling from bring sites at Supermarkets equates to less than 0.2% (255 tonnes) of the overall recycling performance (2012 data).

WRAP do not offer any best practise examples, their most recent report 'Bring Site Recycling' outlines the issues LA's may encounter with Bring Sites and how to overcome them. Welsh Governments 'Municipal Sector Plan, Part 1' (2011) identifies that LA's should provide 'bring site density to reflect the needs of local residents'.

As a result due to ongoing costs of maintenance and repair, and effectiveness of the kerbside collection system it is proposed that the bring site network should not be expanded further.

From experience best practise in Cardiff is to only install bring sites using purpose built facilities. Even then they do not come without their issues, including vandalism, contamination and arson. See pictures below



Where possible the council should work with the third sector to support them with their bring site network in return for data to contribute to the Local Authorities performance. The main concern to overcome here is an incentive – if there is no incentive to the Third Sector, why would they take the time to report performance figures? In England they encourage the use of recycling and reuse credits, unfortunately there is no such scheme in Wales.

At present, the only third sector organisation the Council work with in the Bring Site context is the YMCA. As a long standing partner of the GIOFC Campaign they supply us with bring site weights on a monthly basis which contribute to our reuse performance. During 2012/13 this led to 42.14 tonnes, and 2013/14 40.37 tonnes.

A considerable number of high density blocks of flats are being developed across the city due to the improved economic/financial position in the housing sector. In order to cope with the high density often bin stores with communal facilities are incorporated into the design of blocks of flats. At present, with the SPG there is only a requirement to segregate waste into three waste streams (residual, recycling, composting). This could be expanded further on large sites to include:

- Textiles
- Electricals
- Segregated cardboard
- Books and other media
- Separate glass collections

In facilitating this collection arrangement with the private sector, an income could be generated for the property management company/residents

association, and in return for facilitating the partnership, could provide Cardiff with some performance data.
At present, the costs of setting up this arrangement are unknown, and there are no known examples of this being implemented.

Appendix C – Collection options considered through the KAT model

Option	Residual waste	Recycling	Food	Compostable Waste	Processing
0 - BAU	Fortnightly	Weekly – co-mingled bag	Weekly	Fortnightly	MRF (Materials Reclamation Facility)
1	Fortnightly	Weekly – comingled wheeled bin	Weekly	Fortnightly	MRF
2	Fortnightly	Fortnightly – comingled wheeled bin	Weekly	Fortnightly	MRF
3	Fortnightly	Weekly comingled bag and separate box for glass	Weekly	Fortnightly	MRF
4	Fortnightly	Weekly kerbside (2 boxes and a reusable sack for cardboard)	Weekly	Fortnightly	Bulking
5	Fortnightly restricted*	Weekly – co-mingled bag	Weekly	Fortnightly	MRF
6	Fortnightly restricted	Weekly – comingled wheeled bin	Weekly	Fortnightly	MRF
7	Fortnightly restricted	Fortnightly – comingled wheeled bin	Weekly	Fortnightly	MRF
8	Fortnightly restricted	Weekly comingled bag and separate box for glass	Weekly	Fortnightly	MRF
9	Fortnightly restricted	Weekly kerbside (2 boxes and a reusable sack for cardboard)	Weekly	Fortnightly	Bulking
10	Monthly**	Weekly – co-mingled bag	Weekly	Fortnightly	MRF
11	Monthly	Weekly – comingled wheeled bin	Weekly	Fortnightly	MRF
12	Monthly	Fortnightly – comingled wheeled bin	Weekly	Fortnightly	MRF
12	Monthly	Weekly comingled bag and separate box	Weekly	Fortnightly	MRF

		for glass			
13	Monthly	Weekly kerbside (2 boxes and a reusable sack for cardboard)	Weekly	Fortnightly	Bulking

* the existing 240l wheeled bin areas and the unlimited black bag collections are provided with a 140l wheeled bin or equivalent capacity in all bag areas, that continue to be collected every two weeks.

** 240l wheeled bin (an equivalent capacity for all bag areas) are collected every four weeks

Appendix D – Summary of the high level modelling costs,

These are not final costed options but are indicative of the financial dynamics of each option in year 1.

option	collection costs	supplies costs	treatment & disposal costs	total service costs	Set up costs	Capital	vehicle penalties	Total set up costs	Total first year costs
BAU1 - fortnightly residual, weekly recycling comingled, weekly food, seasonal green, bags & liners free	£6,053,000	£1,095,006	£5,639,104	£12,787,109	£0	£0	tbc	£0	£12,787,109
BAU1a - fortnightly residual, weekly recycling comingled, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£6,385,400	£1,057,686	£5,639,104	£13,082,190	£75,000	£293,250	tbc	£368,250	£13,450,440
BAU2 - fortnightly residual restricted, weekly recycling comingled, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£6,155,900	£1,202,621	£5,430,519	£12,789,040	£435,000	£1,637,714		£2,072,714	£14,861,754

TWIN2 - fortnightly residual restricted, weekly recycling 2 bags, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£7,675,900	£497,799	£2,877,886	£11,051,585	£435,000	£2,038,293	tbc	£2,473,293	£13,524,878
KERB2 - fortnightly residual restricted, weekly recycling kerbside 2 box & bag, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks, HMOs co-mingled	£7,249,400	£528,208	£2,717,913	£10,495,521	£435,000	£3,037,426	tbc	£3,472,426	£13,967,947
BAU3 - monthly residual, weekly recycling comingled, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£5,503,900	£1,363,544	£5,430,519	£12,297,962	£435,000	£293,250	tbc	£728,250	£13,026,212
TWIN3 - monthly residual, weekly recycling 2 bags, weekly food, seasonal green, bags & liners free, further wheeled	£7,023,900	£557,410	£2,896,968	£10,478,279	£435,000	£693,829	tbc	£1,128,829	£11,607,108

Appendix E: Recycling Waste Management Strategy Consultation results summary

Results of the Outline Waste Management Strategy- 2015-2018 Consultation

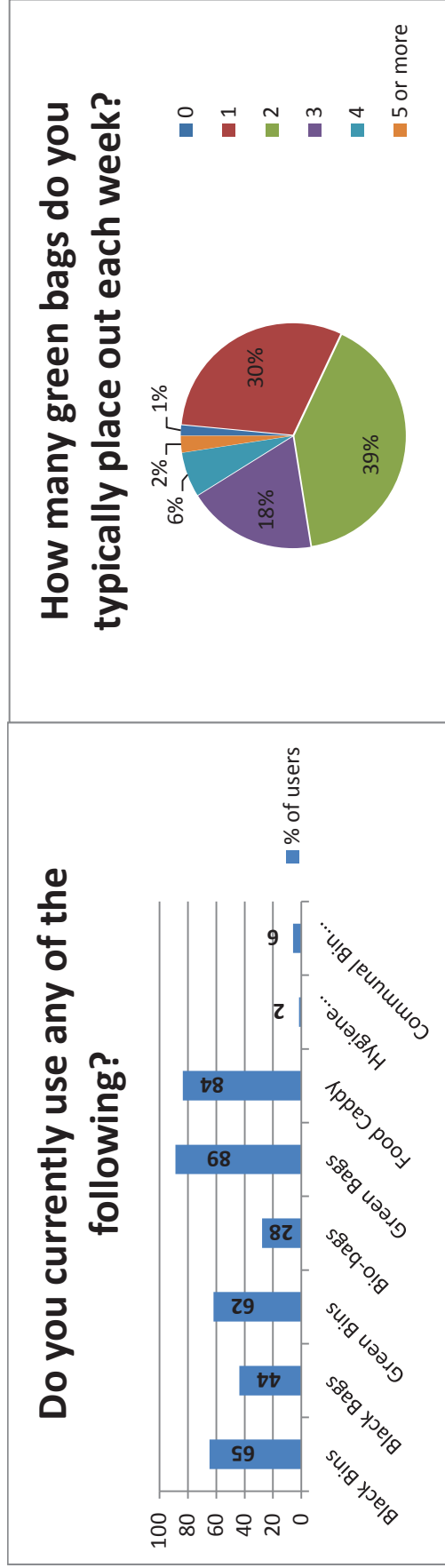
The outline waste management strategy 2015-2018 consultation was available to complete from 21st November 2014 -12th January 2015, in line with the budget consultation.

Hard copies were distributed to all libraries/leisure centres and hubs.

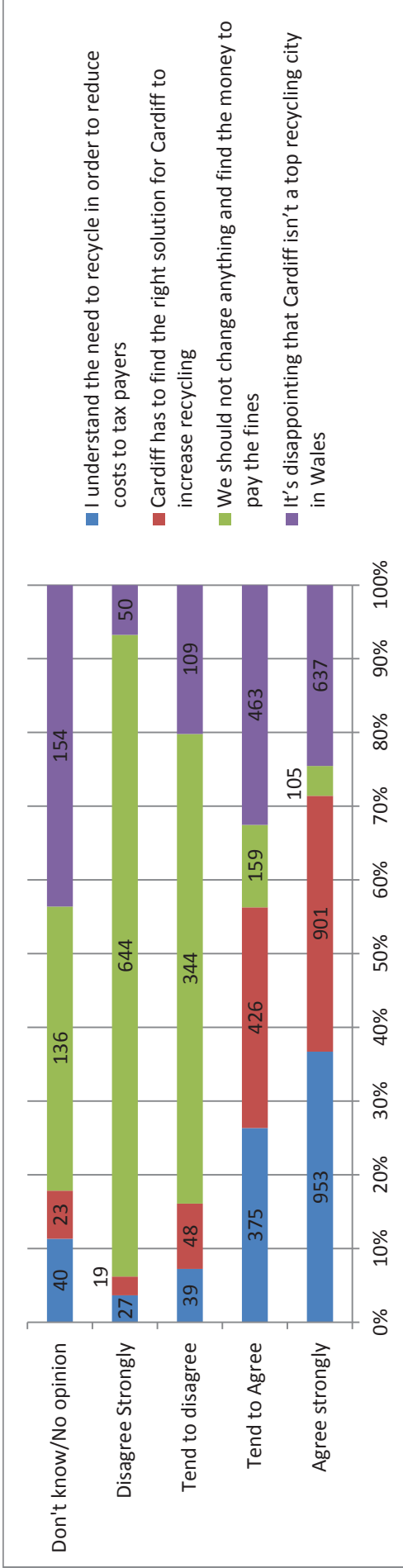
Press releases encouraging members of the public to complete were issued.

The electronic link to complete was widely promoted through social media, along with being circulated to key stakeholder contact lists. Internal communications were also prevalent.

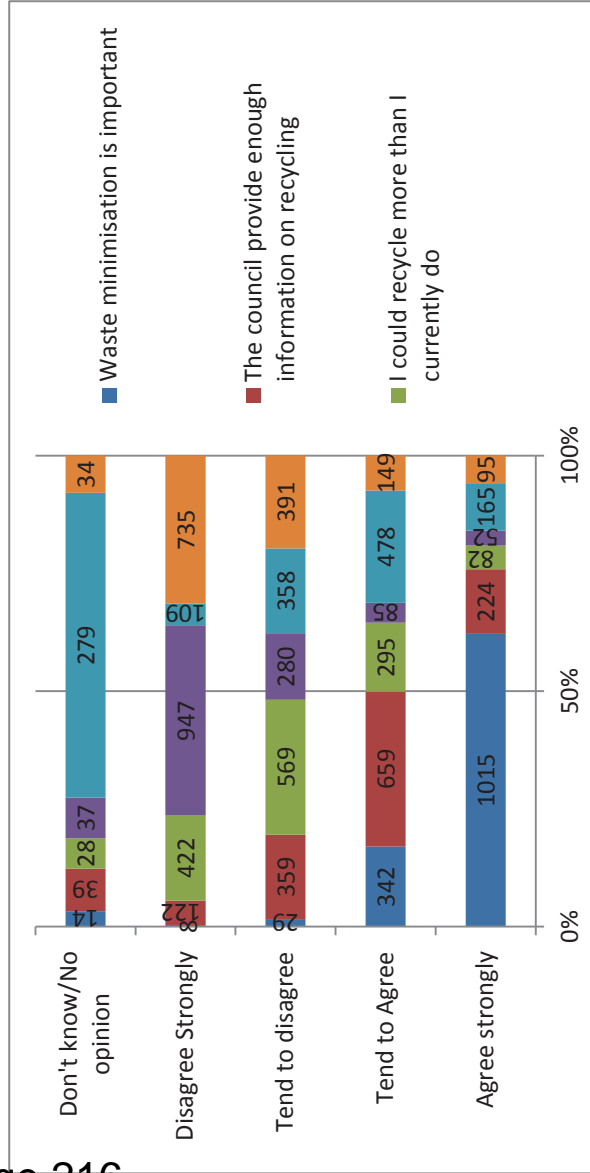
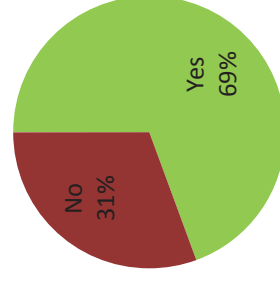
In addition, the internal access officer was informed of the consultation and provided with hard copies to distribute amongst various groups. There were 1,443 respondents, and the results can be seen below. Where % results do not reach a full %, this suggests no response entries:



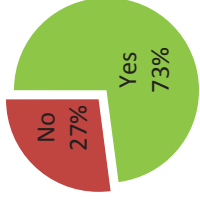
How much do you agree with the following statements?



Should the Council take action or penalise those that don't recycle?



Do you think the Council should encourage people to recycle more through service change, supporting them through clear information and enforcing those that don't recycle, even if this costs more to deliver these objectives?

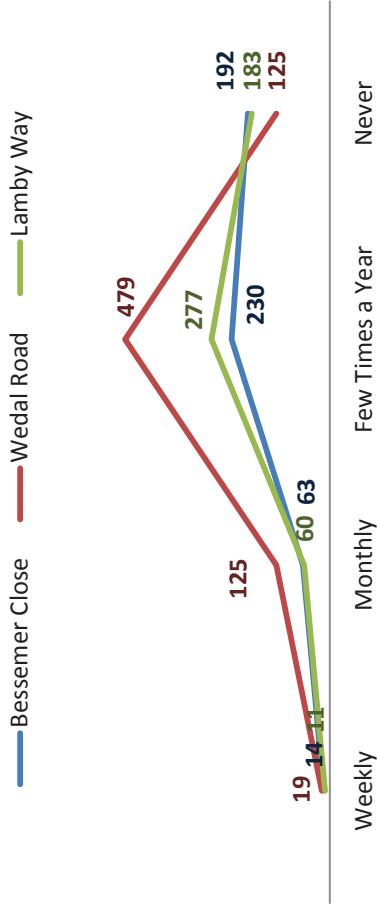


HOUSEHOLD WASTE RECYCLING CENTRE'S (HWRC'S)

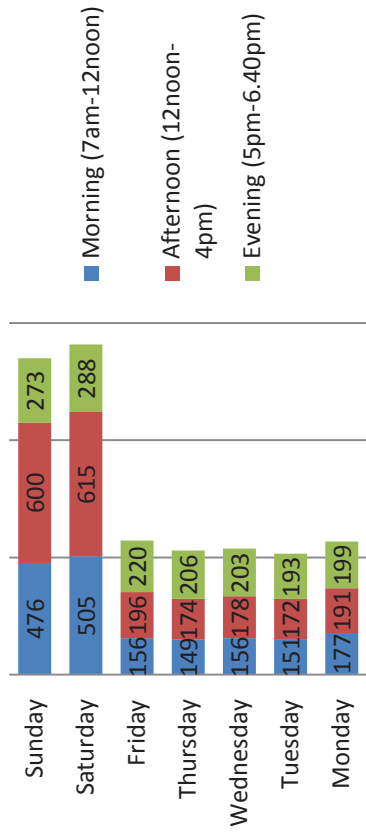
Do you use Household Waste Recycling Centres?

Yes: 72% **NO 28%**

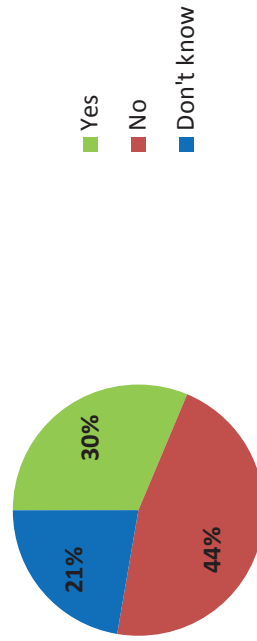
Which of the following sites do you use?



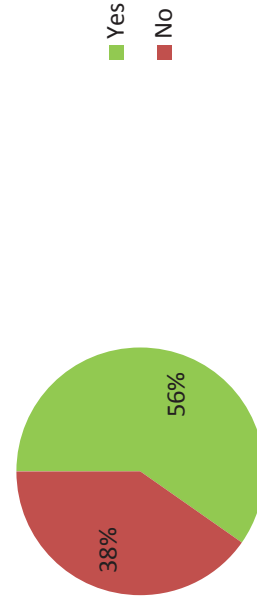
What days of the week are you most likely to visit and when?

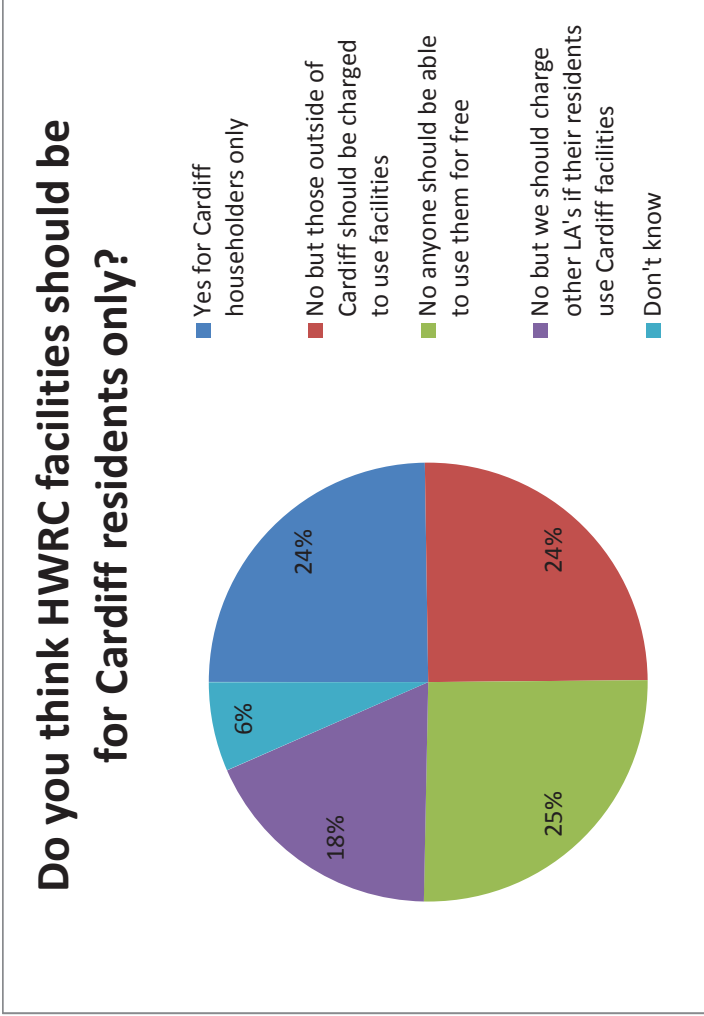
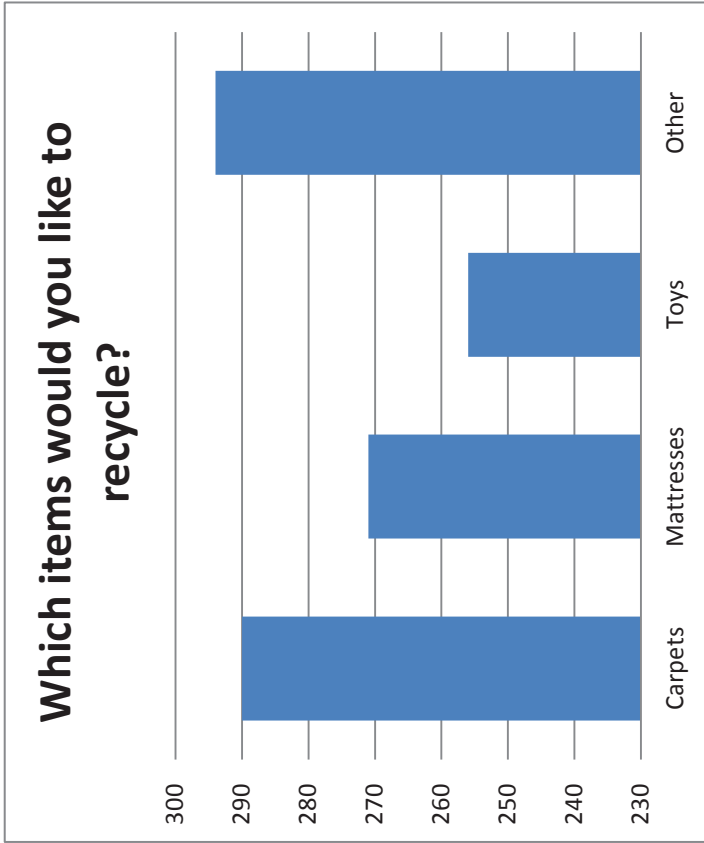


Could the Council improve the site layout and signage to encourage you to recycle more?



Would you like to be able to recycle more items when you visit your local HWRC?





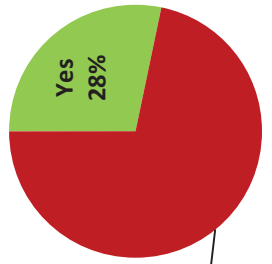
I'd like more help to understand what can be recycled and where to put things at the HWRC's?

YES 45% **NO 52%**

The City of Cardiff Council is looking to have a reuse shop on a HWRC site. If there was a reuse shop would you use it or donate items?

YES 76% **NO 7%**

Do you think there should be more bring sites or bottle banks across Cardiff?



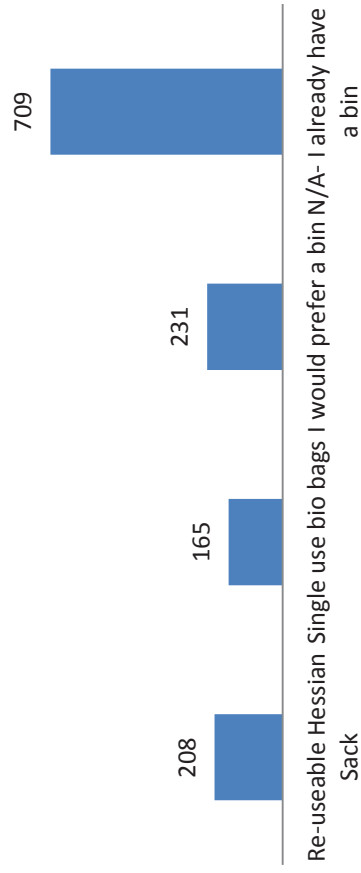
No, using my green bag is enough
72%

WASTE RESTRICTIONS

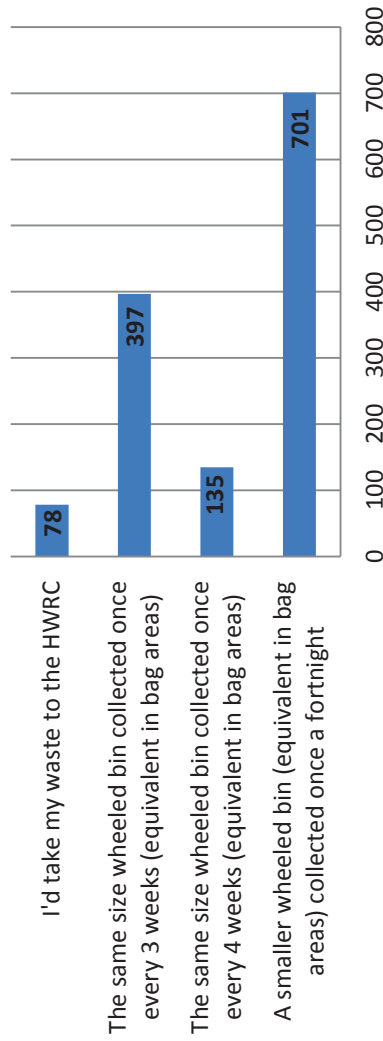
If green waste collections stopped in the winter, would you consider paying for an 'opt in' service Oct-March



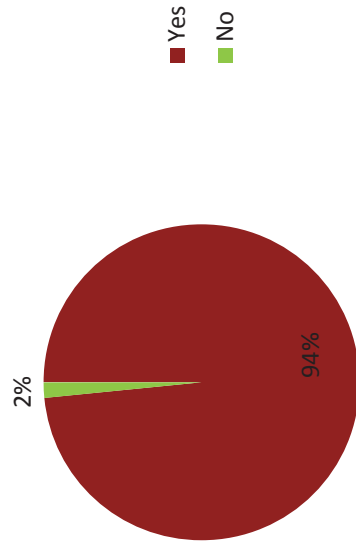
What is your preferred option for the collection of garden waste?



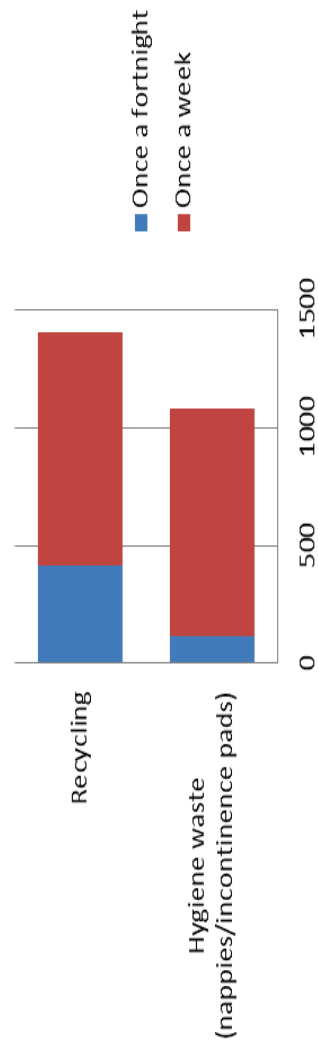
If the Council has to reduce the amount of general waste they collect from me, I would prefer:



Do you use the hygiene waste service to dispose of nappies?

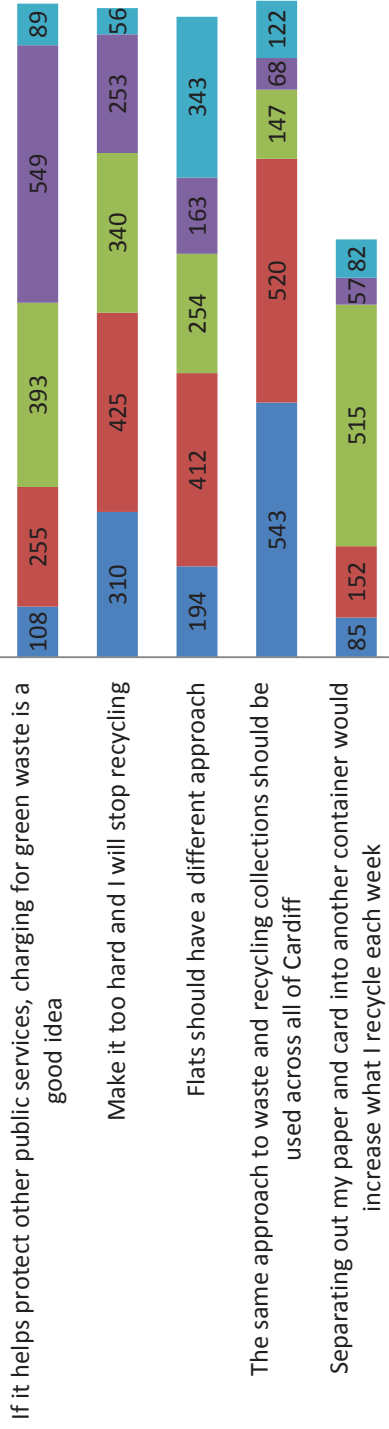


How often do you think the following should be collected?

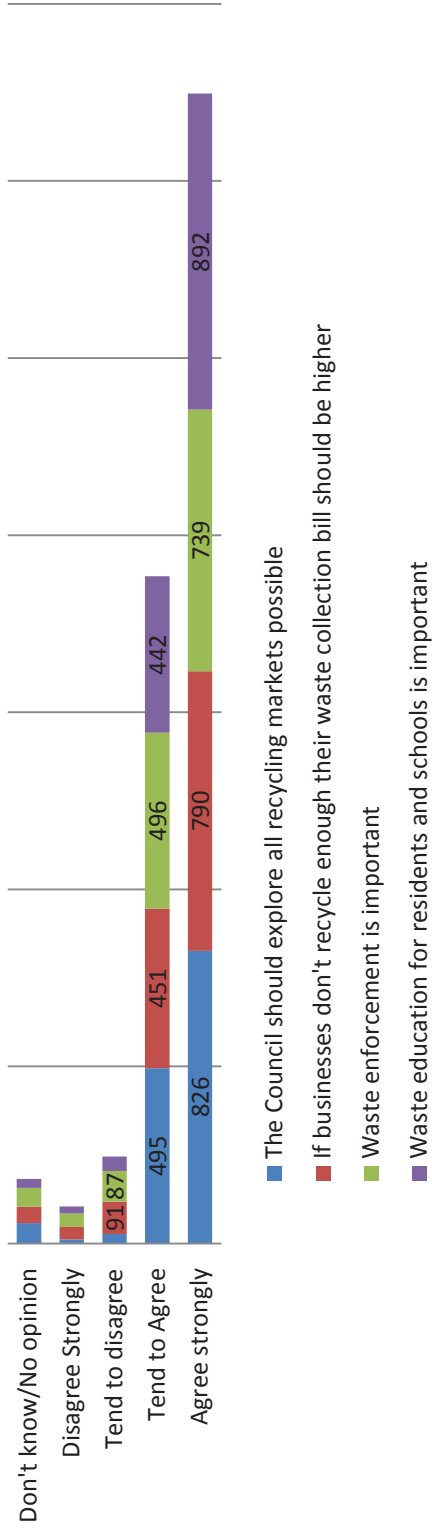


How much do you agree with the following statements?

■ Agree strongly
 ■ Tend to Agree
 ■ Tend to disagree
 ■ Disagree Strongly
 ■ Don't know/No opinion



How much do you agree with the following statements?



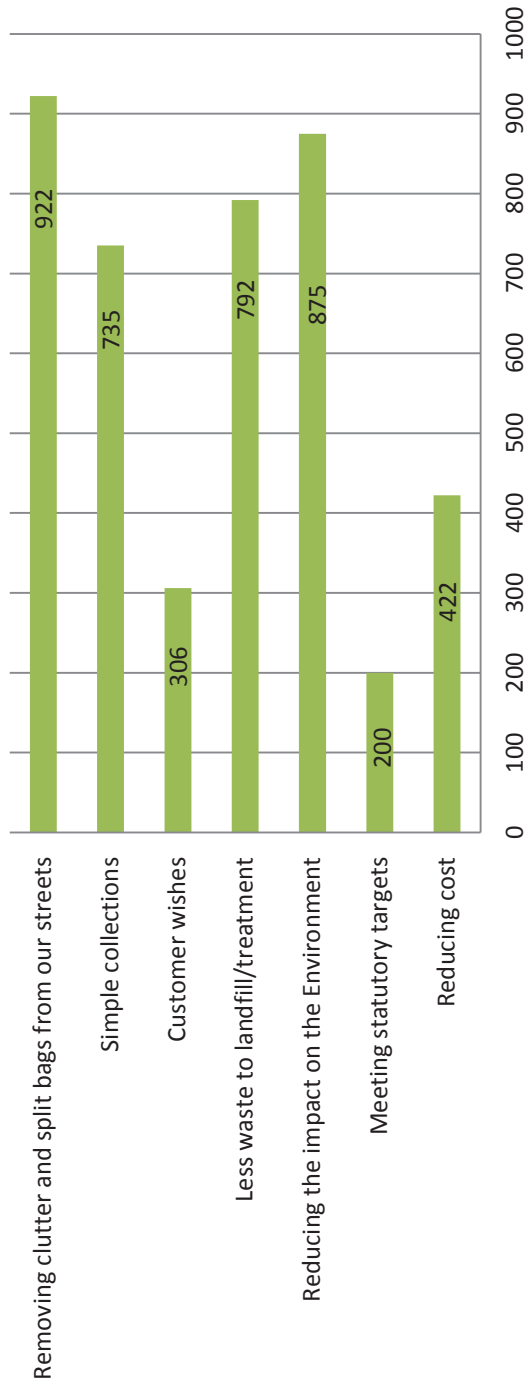
Which of the following would you prefer to use for your recycling?

RE-USEABLE RECYCLING SACK: 17%

RECYCLING BOXES- 15%

SINGLE USE RECYCLING BAG- 62%

Please choose your top 3 priorities...



Appendix F: Cardiff Council position on compliance with the separate collections guidance and TEEP

For clarity, ‘separate collections’ means the gathering of waste, including the preliminary sorting and preliminary storage of waste for the purposes of transport to a waste treatment facility where a waste stream is kept separately by type and nature so as to facilitate a specific treatment. There is debate over what constitutes ‘separate collection’ that has been the subject of legal argument in the UK and the (England & Wales) Waste Regulations were amended as a result of legal challenge.

The WG guidance on the revised waste framework was only published on 22nd December 2014. The guidance aims to clarify key debates around what constitutes high quality and the necessity test and will take time to consider.

Cardiff has always strived for high quality recycling in order to maximise recycling and secure the best market prices. Legal compliance is also an absolute priority. Yet, we have always balanced these needs with local solutions that the residents of Cardiff support.

Collections Options Modelling and Appraisal

One of the key considerations of the work to date has been the need to baseline the current kerbside collection service against WG’s preferred ‘collections blueprint’ (kerbside sorting). Equally, the lack of public support identified in the initial December 2013 waste strategy consultation also must be considered in developing future service options. Although under the current WG guidance public opinion is outlined as not a factor, low participation for recycling can significantly increase service cost and increase the risk of failing future recycling statutory targets.

The high level modelling that has been undertaken looks to identify the best options and to explore these in more detail. The work to date has provided a Outline Business Case which is subject to further assessment and market testing. This will be followed by a submission of a Final Business Case before an absolute decision is made on any form of collection change in relation to dry recycling collections.

High level summary of the modelling sample costs – first year only

option	Total service costs	Total set up costs	Total first year costs	Achieve future recycling

								targets
BAU1 - fortnightly residual, weekly recycling comingled, weekly food, seasonal green, bags & liners free	£12,787,109	£0	£12,787,109	£12,787,109				NO
BAU2 - fortnightly residual restricted, weekly recycling comingled, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£12,789,040	£2,072,714	£12,789,040	£14,861,754				YES
TWIN2 - fortnightly residual restricted, weekly recycling 2 bags, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£11,051,585	£2,473,293	£11,051,585	£13,524,878				YES
KERB2 - fortnightly residual restricted, weekly recycling kerbside 2 box & bag, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks, HMOs co-mingled	£10,495,521	£3,472,426	£10,495,521	£13,967,947				YES
BAU3 - monthly residual, weekly recycling comingled, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£12,297,962	£728,250	£12,297,962	£13,026,212				YES
TWIN3 - monthly residual, weekly recycling 2 bags, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks	£10,478,279	£1,128,829	£10,478,279	£11,607,108				YES
KERB3 - monthly residual, weekly recycling kerbside 2 box & bag, weekly food, seasonal green, bags & liners free, further wheeled bin expansion, opt in reusable garden sacks, HMOs co-mingled	£10,239,697	£2,127,962	£10,239,697	£12,367,659				YES

The modelling considers 'whole life costs', so treatment costs (the process after collection e.g. composting, anaerobic digestion, energy from waste etc.) have also been determined for each collection option. Additionally, a piece of work was undertaken to determine what affect each collection option would have on the requirements on the Materials Recycling Facility and potential market prices for recycle.

It is a high level model that shows indicative costs based on the vehicles used and method of treatment. They are used to show a comparison between collection methods, rather than determined budgetary values. In terms of the potential material income associated with each collection method and processing costs, average price per tonnes were used. These prices are a guide only and subject to market fluctuation.

Once further work is completed on the current options a range of sensitivities will be explored against the preferred option to fully understand the risks. These sensitivities include;

- *Kerbside sort creates a 10% decrease in participation:* Research has shown that Councils which switched from comingled collections to kerbside sort face a risk of reduced participation. This is due to the highly acknowledged fact that comingled collections collect a higher yield of recyclate from its residents. The most significant costs associated with this are an increase in disposal costs, due to materials being put back in the refuse collection, and the risk of fines should the reduction in tonnage collected result in Cardiff not meeting its targets.
- *Increased participation as we move towards 70% recycling:* any model needs to be tested against current participation of capture of recyclate, but also how a scheme performs if residents recycle more.
- *Changes in market prices:* there is a need to further understand the market prices that can be achieved by the various collection methods. The theory remains that by achieving high quality better market prices can be secured despite the risk of market instability.

Sustainability modelling (Carbon footprint)

With support from WRAP, a sustainability model was undertaken on the various high level options. The report made the following recommendations for Cardiff to improve our carbon footprint;

- increasing recycling and avoidance of disposal;
- using collection vehicles with a different fuel source or lower consumption;
- less vehicle movements;
- considering reusable containers instead of the single use green bags;
- high quality recyclables to local markets; and

- reducing the energy consumption to process the recyclables collected.
- Make use of energy from waste instead of landfill disposal.

Many of the points above will be addressed in 2015 through restricting the residual waste to drive up recycling; MRF improvements; continually rebalancing the rounds to drive out efficiencies and diversion of residual waste to the Project Gwyrdd, Viridor energy recovery facility.

Necessity

WG have determined that LAs should seek to achieve the best overall environmental outcome, and that where possible, should look to achieve 'closed loop' recycling. This for example, would mean to turn a glass bottle back into a glass bottle and not into road aggregate.

Under the necessity test, Cardiff must consider whether it actually needs to separate materials further in order to achieve high quality recycling. A simple benchmark for this test was to compare the quality of our materials, at the point that they are recycled, with 'good' kerbside sort authorities. Unfortunately, terms such as 'high quality' and 'good kerbside sort authority' are not defined by Natural Resources Wales (NRW) and the WG guidance was only provided 22nd December 2014. As a starting point waste officers compared the top destinations for Cardiff's recycling in 2012/13, to those used by Welsh kerbside sort authorities in the All Wales End destinations report.

Reviewing the All Wales End destinations report showed that Cardiff achieved the same if not higher standards in recycling than some kerbside sort authorities. Until the guidance is interpreted by the NRW, it could be argued that Cardiff already meets high quality standards when compared to other kerbside sort authorities. Such fundamental points should be considered prior to making changes to a highly effective, high performing, highly efficient service which enjoys high levels of public satisfaction at this time.

In addition the MRF regulations, which came into force in October 2014, will assist with mapping out the various "quality" standards achieved through the different collection methods used across Wales. The regulations require MRFs to undertake detailed sampling on material as it is received, and again after it has been through the sorting process. It will enable Cardiff to ascertain the true quality of our material, and how it is, or isn't, affected by the MRF process. Cardiff will then be in a better position to compare the quality of the material it provides to reprocessors to that of kerbside sort authorities.

Currently, our contamination rate is between 8-10% of inputs, which is below the industry standard. As the MRF regulations only came into effect in October 2014, more data is required across the industry to establish “what is quality”.

TEEP Test

Cardiff must also consider whether it is TEEP to do so.

- Technically practicable: Given that separate collections operate in cities similar to Cardiff – such as Belfast, it is likely to be concluded that such collections are also practicable within Cardiff. Equally, WG recognise that flats may require an alternative approach than kerbside sort.
- Economically Practicable: The benchmark for whether collections are economically practicable is that they must not be ‘excessive’ in comparison to non-separate collections. The final whole life costs of the different options will need to be assessed fully to determine this. The Council will also need to consider the “cost of change” in light of other investment priorities that need to be delivered. This also needs to consider current contracts and penalties from changing these procurements early. Far more data is required around the use of reusable containers for dry recycling as the timings of a collection cycle is the most significant factor in the collections modelling. Equally, the authority does not have sufficient data on the current composition of the waste collected or how this may change after the general waste has been restricted. The last compositional waste survey was funded and completed in 2002 by WG. The compositional split of the recycling can hugely influence the future vehicle requirements and configuration and therefore costs.
- Environmentally Practicable: Although high level sustainability modelling has been undertaken the final preferred option will need to be modelled as part of the full business case. Various changes such as restricting residual waste, further round balancing and the use of energy from waste will all improve our carbon footprint.

Local Government Measure 2009

In addition to the necessity and TEEP tests, the Council is subject to the requirements under schedule 2 of the Local Government Measure 2009. Under this, Cardiff must “Make arrangements to secure continuous improvement in the exercise of its functions”. In doing so, the authority must have “regard in particular to the need to improve the exercise of its functions in terms of;

- Strategic effectiveness

- Service quality;
- Service availability;
- Fairness;
- Sustainability;
- Efficiency; and
- Innovation.

Any decision to alter the service must also be justified when considering the above points. Further consideration will need to be given (and will be done so over 2015) to how we apply these 7 requirements to the service, but examples include:

- *Strategic Effectiveness*: where does the service sit within Council priorities and is it currently meeting LA and national performance targets. Is there a major strategic case for investment in change compared to other Council priorities;
- *Service Quality*: does the service meet the needs of its residents, satisfaction ratings, participation ratings etc. The necessity test (quality of materials can also be applied here)

RECYCLING AND WATSE RESTRICTING PROGRAMME

Appendix A: Collection changes

Main collection principles;

- Dry recycling will continue to be weekly via the freely provided green bags
- Food waste will continue to be weekly via the kerbside caddies
- Garden waste collections will remain fortnightly in the summer and monthly over the winter period
- General waste collections will remain fortnightly
- Assisted lifts, hygiene service etc. remain in place.

To ensure a better balance and efficiency across collection days, the following changes will occur:

- a) Moving Tongwynlais from a Friday Week A to a Monday Week B. This involves breaking up the ward into natural communities of Whitchurch and Tongwynlais.
- b) Moving 1424 properties in Whitchurch from a Friday Week A to a Tuesday Week B. This section of Whitchurch will be known as 'Velindre' for the purposes of waste communication material.
- c) Moving Plasnewydd from a Wednesday Week A to a Wednesday Week B.
- d) Moving a small number of properties within Grangetown from a Tuesday Week A to a Tuesday Week B (to be collected within the Canton area)
- e) Moving a small number of properties in Trowbridge to be collected within the Rumney routes.

All other ward collection days will remain unchanged. If there are any subsequent changes required to deliver further efficiencies this will be highlighted to the local ward members prior to implementation.

Appendix B: Expansion and bin changes:

- Bag areas will receive their bespoke bags in June & July and the new service will apply from late July.
- New wheeled bin expansion areas will receive their bin(s) in June & July and the new service will apply from late July.
- For the collection day areas the day change will apply from late July.
- All remaining areas that have existing wheeled bins will see no change to their service but their black bin will be exchanged during the summer months.
- Residents that already have a 140l black bin will see no change their service, unless they live on one of the wards that will have a change of collection day.

RESIDUAL WASTE RECEPTACLES							GARDEN WASTE RECEPTACLES	
		Estimated July 2015	No change	August onwards	Estimated July 2015	Estimated July 2015	Estimated July 2015	Estimated July 2015
Ward	Properties	Expansion to 140L Residual bins	Properties already on 140L	Exchange 240L for 140L	Bespoke Residual Bags	Green wheeled bin expansion	Re-useable garden sacks	
Adamsdown	4603	1191	12	46	2207	0	3398	
Butetown	6250	6	150	1004	131	6	131	
Caerau	4935	0	28	4113	2	0	2	
Canton	6724	2847	77	1817	1250	2847	1250	
Cathays	8020	0	451	2348	2282	0	2282	
Creigiau & St. Fagans	2076	0	27	2025	0	0	0	
Cyncoed	4657	0	45	4128	1	0	1	
Ely	6317	0	57	5720	1	0	1	
Fairwater	6247	0	70	4820	14	0	14	
Gabalfa	2675	161	145	1757	284	161	284	
Grangetown	9407	0	326	3301	2216	0	2216	
Heath	5614	0	58	4867	7	0	7	
Lisvane	1538	0	6	1449	1	0	1	
Llandaff	4053	0	59	2925	378	0	378	
Llandaff North	3529	363	83	2583	65	363	65	
Llanishen	7558	0	85	6244	1	0	1	
Llanrumney	5249	0	70	4315	4	0	4	
Pentwyn	6613	0	87	4947	2	0	2	
Pentyrch	1448	0	21	1401	0	0	0	
Penylan	5714	890	153	3308	224	711	403	
Plasnewydd	8496	2314	365	1845	2316	0	4630	
Pontprenau	3756	0	32	3467	0	0	0	
Radyr & Morganstown	2772	0	28	2447	1	0	1	
Rhiwbina	5147	178	78	4555	1	178	1	
Riverside	7145	621	394	1534	2956	0	3577	
Rumney	3860	0	28	3490	4	0	4	
Splott	6339	1207	36	2378	1755	0	2962	
Trowbridge	6904	0	35	6062	1	0	1	
Whitchurch & Tongwynlais	7549	0	72	5703	345	0	345	
TOTALS:	155195	9778	3078	94599	16449	4266	21961	

Appendix C: Service Rules and Support Assistance

Residual waste bin provision

Each household that is deemed operationally suitable will be provided with 1 x 140L residual waste bin as the new standard size, with the following options for larger households:

Table 1: Bin allocation for larger properties.

Household size	Bins	Total Residual Waste Capacity
Standard Household, 1-5 people	140 litre bin	140 litre
6 or more people	240L	240 litres
8 or more people	Provision will depend on individual circumstances	

- All requests for additional capacity will be assessed through the completion of an “Additional residual waste capacity” application form with customers to ensure the household is maximising their recycling, and has access to appropriate services. Consideration will be given to medical issues, age and disability etc.
- Any street identified as having large numbers of Households of Multiple Occupancy (HMO)’s/shared households will be assessed before the expansion of the wheeled bins. Face to face engagement and cross referencing of council records, will determine the required number of bins for these properties prior to delivery.
- The justification of table 1 is given as larger households are often shared HMO. Shared HMOs often have residents living independently of each other and as a result, do domestic chores such as shopping and cooking alone. This independent activity can lead to higher levels of waste production and as a result, additional allowances should be made for their residual waste.
- Flats with communal bin arrangements will continue with assisting arrangements and be assessed on a block-by-block basis.
- The above table is a guide and it should be recognised that there may be individual circumstances whereby the above may not be the best solution.

- No additional allowance will be given for properties that have large amounts of animal waste.
- Residents producing nappy/incontinence pad waste will be offered the hygiene service as an alternative, but not additional residual capacity.
- Bins that are overfilled and too heavy to move will not be collected. The lid must be closed in order for collections to be made. As a guide that maximum weight of a bin should be 75 Kg. The residents will be expected to remove some of the contents and represent on the next collection day.
- Properties previously issued with additional residual bin provision, will be brought in line with the allocations in table 1.
- Assisted service is available to residents that qualify.
- Replacement, damaged, lost or stolen bins will be charged at £25 per bin.
- Only wheeled bins with the appropriate barcodes for the property will be collected.
- Deliberate contamination of recycling bags to obtain a weekly service of waste collections will be addressed by Waste Enforcement Officers and fixed penalties will be issued to those who are non-complaint with waste presentation guidelines.

Restriction Of residual Waste in the bag areas

In areas where it is not possible to store wheeled bins, or it is not operationally efficient to collect wheeled bins, the property will remain on a bag collection. A restriction on the number of residual waste bags that will be collected will apply.

- These properties will be provided with a roll of bespoke bags, the equivalent of 3 bags per fortnight.
- Operatives will collect all bespoke bags presented. Black bags will not be collected and subject to enforcement activity.
- Residents will be encouraged to present no more than 3 bespoke bags per fortnight, to ensure their roll of bags lasts the full 6 months. However, operatives will collect all bespoke bags presented. Additional rolls of bespoke bags will not be provided free of charge. Residents who exceed their allowance early on in the 6 month period will be provided with advice on alternative methods to dispose of their residual waste.
- Requests for additional bespoke bags for larger household will be assessed through the completion of an “additional residual waste

capacity” application form to ensure the household is maximising their recycling, and has access to appropriate services.

- Any additional allowance provided will be in line with Table 1, so that the allowance is consistent with the amount of capacity issued if properties are issued with wheeled bins.
- Delivery teams will deliver twice a year (every 6 months) to all households on the bag scheme. This will be reviewed periodically to ensure it is the most appropriate method/frequency. For properties that have restricted access and the delivery crews are unable to obtain access, it may be necessary for those residents to collect their bespoke bags from Lamby Way.
- Replacement bags will not be provided if the roll is lost or stolen.
- Where new residents move into a property and where they request it, we will deliver a new supply of bags on evidencing proof of moving.
- No additional allowance will be given for properties that have large amounts of animal waste.
- Residents producing nappy/incontinence pad waste will be offered the hygiene service as an alternative, but not additional residual capacity.
- Where there exists communal collection arrangements, i.e. bags grouped together around trees/dead end streets, residents will be encouraged to present their waste to the front of their property.
- Deliberate contamination of recycling bags to obtain a weekly service of waste collections will be addressed by Waste Enforcement officers and fixed penalties will be issued to those who are non-complaint with waste presentation guidelines.

Reusable garden waste sacks and green wheeled bins.

- The standard green wheeled bin provision will remain at 240l
- An additional green waste bin can be purchased for £25.
- Replacement, damaged, lost or stolen bins will be charged at £25 per bin
A maximum of two green wheeled bins can be presented on collection day. This limit was previously approved by cabinet in the July 2011 recycling and waste collection changes paper.
- Properties that currently have more than the 2 bin maximum will be reviewed individually. Additional bins may be removed.
- Assisted service is available for residents that qualify.
- Where properties are not issued with a green wheeled bin, they will be able to request reusable garden waste sacks. Residents can request up to 3 sacks be delivered per year.
- Beyond this allowance, reusable garden sacks can be purchased for £2 per sack.
- A maximum of six reusable sacks can be presented on collection day.

- Residents should also clearly mark their address onto the reusable sacks once delivered, to increase the chances of them being returned if the sack goes missing during bad weather.
- Where possible, delivery crews will knock doors and give the re-useable bags directly to residents, to minimise the risk of bags going missing from the pavement or alternatively they can be purchased from Lamby Way.
- Residents will continue to be able to transport any excess garden waste to the Household Recycling Centres free of charge. Alternatively, home composting bins are available to purchase for a subsidised price.

Green bags, food liners, kitchen caddies and kerbside caddies

- Green bags, food liners, kitchen caddies and kerbside caddies will continue to be provided free of charge.
- All items can be ordered for home delivery via the Councils web site, via email C2C@cardiff.gov.uk or by phoning C2C on 029 2087 0287.
- Green bags and food liners will be available from council hubs, but only one roll of each can be collected at any one time with presentation of a Cardiff address.
- Incorrect use of green bags, food liners or the food service can result in a £100 fixed penalty notice being issued

Waste Presentation

- All waste and recycling must be presented by 6am on the correct day of collection and not before 4pm the day before.
- Collections can take place between 6am and 10pm; individual area collection times are not guaranteed to be the same each week. Any recycling or waste missed as it was placed out after 6am on the correct collection day will not be rescheduled for collection. Residents will be asked to present before 6am on the next appropriate collection day.
- The bin lid must be closed in order for collections to be made.
- Missed collections that are a result of service disruption or failure will aim to be rescheduled within 5 working days.
- All wheeled bins and kerbside caddies should be removed from the adopted highway by 9am the day after collections.

Failure to remove containers from the adopted highway before 10am could result in a £100 Fixed Penalty Notice. Incorrect use of green bags, food liners or the food service can result in a £80 fixed penalty notice being issued under S87 of the EPA 1990 or £100 fixed penalty notice being issued under S46 of the EPA 1990.

Additional Waste

Wheeled Bins

- The lid of the wheeled bin should be closed
- Additional bags of waste alongside bins will not be collected.
- Bins that are overfilled and too heavy to move will not be collected. As a guide that maximum weight of a bin should be 75 Kg. The residents will

be expected to remove some of the contents and represent on the next collection day.

- Waste should not be compacted into the bins, as the waste will not then tip onto the collection vehicle. Where waste is too compacted the bin will not be emptied as it is not safe for operatives to pull the waste from inside the bin. The resident then has responsibility for disposing of any excess waste and representing the wheeled bin correctly at the next appropriate collection day.
- Any additional waste incorrectly presented will lead to enforcement action being taken where appropriate. An £80 Fixed Penalty Notice may be issued. Alternatively, a formal enforcement notice may be served on the property.

Bag Areas

- Only the bespoke residual waste bags provided will be collected by the collection crews.

The equivalent of 3 bespoke bags per fortnight will be provided for the bag areas.

- Additional bags will not be provided if the allocation is used too quickly by residents.
- Replacements will not be provided if lost or stolen.
- Black bags will not be collected.
- Any residual waste presented in black bags will lead to enforcement action being taken where appropriate. An £80 Fixed Penalty Notice may be issued.

Alternatives for excess waste

For residents struggling with the changes, there are numerous services available to assist them to minimise their residual waste;

- Assistance in understanding what can be recycled can be provided.
- Hygiene service for nappy and incontinence waste
- Additional capacity may be provided for larger households
- Bulky item collection service
- Local Charities for reusable goods (Track 2000; British Heart Foundation)
- Household Recycling Centres
- Paid frontage and waste removal service can be accessed through the existing Councils Commercial Waste Services.

Assisted Lifts

The assisted lift service will remain for residents that qualify for the service and require additional support with their waste collection service

- Assisted lifts are provided for residents who have difficulty moving their bins from a storage area on their property to the collection point.

- The collection crew take the residents bins, empty them and then return them to their property.
- This service is offered in the main to elderly and/or disabled residents, but all circumstances are considered.
- The service will not be provided if there is an able bodied individual resident over the age of 16 at the property.
- This service can be requested by contacting C2C. A home visit assessment will take place following request.
- Once accepted on to the service, an annual review will take place to ensure circumstances have not changed. Residents will be asked to complete a re-registration form.
- Should the re-registration form not be returned after a period of three weeks, residents will be notified that they will be removed from the service.
- The service can be withdrawn if evidence of abuse is found.
- Any household being removed from service will be provided notification in writing, unless they are removed at their own request, or because the resident has moved.

Hygiene Service

The Hygiene service will remain unchanged and is provided on a request basis for nappies, incontinence waste and associated changing waste only.

- The hygiene collection service is only intended for those residents who cannot fit this type of waste into their black bin/bespoke bags, with fortnightly general waste collections.
- The hygiene sacks will continue to be collected fortnightly, on the opposite week to your general waste collection.
- The hygiene collection service is not suitable for stoma bags, catheters, disposable bedding, dressings or animal waste. Alternative advice can be provided.
- The hygiene collection service is only available for households. Commercial businesses, such as a child minders or care homes, should contact us to discuss details of our commercial recycling and waste collection service.
- The hygiene bags can be collected from the kerbside or from a stated location on the property. The service can be accessed by contacting C2C or alternatively registering online.
- Four special bags will be provided once registration has been completed. The number of bags presented will be replaced following collection, e.g. if you place out two bags, we will provide a further two bags.

- Residents can stop the service at any point by phoning C2C or writing to the Council. Alternatively, if operatives notice that the hygiene service is being misused or bags are not being placed out, then residents may be written to and advised the service is being removed.

Appendix D: Education, Communications and Enforcement Plan

Key Stakeholders

- All Cardiff residents
- Staff
- Local Councillors
- Community leaders, especially minority groups
- Vulnerable groups
- Students
- Local Media
- Landlords and letting agents
- Current and potential new users of the assisted lift & hygiene service

Key messages

- Changes to waste collections start July 2015, but will be on going for some through the summer.
- What actually needs to go in your black bin?
- What happens to recycling- why do it?
- Recycling and food waste services - free and easy.
- Not achieving our targets means potentially heavy fines
- “Resource” not “waste”- how recycling helps local economy
- How to access services for more green bags, food liners, assisted lift; hygiene services etc.
- Changes will provide a value for money service for customers which helps protect other council services
- Reuse, Reduce, Recycle is how everyone can help us hit 58% WG target
- How to deal with extra waste.

Methods of Communications

- Targeted literature to the households in two phases;
- Staff Intranet; Our News; Message box of payslips; Core brief
- Include information in service area newsletters and email briefings – e.g. Tenant Times, School newsletters
- Cardiff Digs and student forums
- Capital Times advertising with editorial
- Press briefings and releases
- Social media – e.g Twitter, facebook
- Bus stop adverts and other advertising space
- Tidy Text messages through the new Push App messages

- Web pages info and links (including info on the KCT site).
- Radio advertisement
- Specialist press – community papers, websites
- Billboards
- Posters and pop up displays
- Email distribution to all our official external partners Internal staff, union and crews briefings
- Face to Face; outreach, environmental champions and door knocking activities
- Livery branding

Key dates

- 1st to 5th June 2015 Councillor briefing sessions
- 8th June City wide communications begin, information provided to all impacted households, specific to their changes.
- 15th June to late July 2015 new wheeled bins and bespoke bags will be delivered.
- Late July 2015 the new service starts
- The wheeled bin exchange will occur over a three month period, commencing in July.

Education stage 1st April – to throughout July 2015

This will involve engagement with residents and education on the changes ahead by communicating key messages. Specifically;

- The existing bag areas will be targeted and education provided to households that present an above number of black bags
- Target households that currently don't recycle.
- Bin assessments for capacity
- Provide further assistance on what can be recycled will be undertaken during this time.

Enforcement stage July 2015 onwards

Following the education stage, appropriate enforcement action will take place if residents are non-compliant which could result in fines over £80 or more:

- Any residual waste presented in black bags or additional to the wheeled bins or bespoke bags.
- Wheeled bins, bespoke bags, food caddies, green bags and reusable sacks presented incorrectly or not returned to property following collection.
- A build-up of general waste or bulky items within frontage of property.
- Deliberate / excessive contamination of recycling bags to obtain weekly collection service.
- Residents using others bins without permission

Appendix E: Financial Plans

Revenue

Current service			difference	New service	
black bags	Bag purchases	£0	£29,479	bespoke bags/roll	£29,479
Hygiene	Current services	£35,395	£9,000	increased service demand	£44,395
Collections	Current services	£7,650,570	-£137,266	New balanced rounds	£7,513,304
Bags, biobags & liners	Bags and Liners	£1400000	-£370,000	Bags, liners, reusable sacks, increase 10% demand	£1,030,000
Disposal	Current services	£2,401,827	-£367,480	Shift in tonnages	£2,034,348
Recycling & Food processing	Current services	0	£210,239	Shift in tonnages	£210,239
		Total annual	-£626,028		
		Target	£622,000		

Initial support

C2C – customer contact support	£50,000
City Wide Comms	£50,000
Additional education staff	£100,000
Additional enforcement staff	£250,000
Additional support – escalations, deliveries etc	£50,000

Capital

Wheeled bin expansion and new caddies and food provision	£395,000
Wheeled bin exchange	£2,400,000

Ref: RDB/PM/BD/10.03.15

11th March 2015

Councillor Bob Derbyshire,
Cabinet Member for the Environment,
County Hall,
Atlantic Wharf,
Cardiff,
CF10 4UW.



Dear Councillor Derbyshire,

Environmental Scrutiny Committee – 10th March 2015

On behalf of the Environmental Scrutiny Committee I would like to thank the officers for attending the Committee meeting on Tuesday 10th March 2015. As you are aware the meeting considered items titled 'Environment & Strategic Planning, Highways, Traffic & Transport Directorates – Performance Report Quarter 3 – 2014/15' and 'Recycling & Waste Restricting Programme 2015'. The comments and observations made by Members following these items are set out in this letter.

Environment Directorates – Performance Report Quarter 3 – 2014/15

- **WMT/009(b)** - The Committee were informed that a range of recycling initiatives is due to be delivered in Quarter 4 which should produce an outturn for the period of above 60%; this increase should be enough to help the Council reach its 52% recycling target for 2014/15. I would be grateful if you could provide a detailed summary of the work undertaken to produce this improvement, i.e. a shift from 49.47% in Quarter 2 to above 60% in Quarter 4. The response should include the actions taken; the costs of implementing the work and the savings generated by delivering this work.
- **STS/005(b)** – A Member noted that 'the performance indicator for the percentage of highways and relevant land inspected of a high or acceptable standard of cleanliness' was missed by 4.67% in Quarter 3. It was acknowledged that the target of 90% has been missed since the

2014/15 street cleansing budget reduction. The Committee will closely monitor this indicator in future.

Recycling & Waste Restricting Programme 2015

- The Committee were encouraged at the way that you have been working with 'Grangetown Community Concern' to develop a landlord waste information pack. This will provide important information on the management of domestic waste and will be available on request in a wide number of languages. The Committee believe that this type of engagement is a good example of how we should be looking to raise community awareness and ultimately help increase recycling rates.
- Swansea was cited as an example of where the waste restricting approach had delivered 3% increase in their overall MSW recycling rate. Several Members were interested in finding out the impact that this had had on the areas which accommodate Swansea's student population. I would be grateful if you could obtain this information and share it with the Committee.
- The waste presentation stated that Trafford Metropolitan Borough Council and Salford City Council have increased their recycling rate by 10% as a result of waste restricting. I'd be grateful if you could establish what the starting point for this recycling increase was and provide an update on their current recycling performance.
- Members accepted that incidents of theft and arson were minimal; however, they would welcome confirmation as to who would be responsible for the cost of replacing the new wheelie bins if they were stolen. The Committee would appreciate it if you could outline the approach that the Council will take in dealing with such thefts and describe cases where the liability will fall on the Council and when it is the responsibility of the householder.
- The Committee understands the importance of monitoring when householders place additional waste out for collection and when

enforcement action needs to be taken. Members anticipate that accurately monitoring compliance with the new restricting system will be difficult. They would like to know exactly how the process will work, for example, the role that waste collection operatives, the role of education and enforcement officers and the ICT system which will be used to record this data.

I would be grateful if you would consider the above comments and provide a response to the requests made in this letter.

Regards,

A handwritten signature in black ink that reads "P. D. Mitchell". The signature is written in a cursive style with a large, stylized 'M'.

Councillor Paul Mitchell
Chairperson Environmental Scrutiny Committee

Cc to:

Jane Forshaw, Director for the Environment
Tara King, Assistant Director for the Environment
Jane Cherrington, Operational Manager – Strategy & Enforcement
David Lowe, Waste Operations Manager
Paul Keeping, Operational Manager, Scrutiny Services
Joanne Watkins, Cabinet Office Manager
Members of the Environmental Scrutiny Committee



My Ref: CM30413
Your Ref: RDB/PM/BD/!0.03.15
Date: 26th March 2015

Councillor Paul Mitchell
c/o Scrutiny Services
Cardiff Council
County Hall
Atlantic Wharf
Cardiff
CF10 4UW

Dear / Annwyl Paul

Environmental Scrutiny Committee - 10 March 2015

Thank you for inviting myself and officers to present the proposals for the Performance Report Quarter 3 – 2014/15 and Recycling & Waste Restricting Programme 2015.

Environment Directorates – Performance Report Quarter 3 – 2014/15

WMT/009(b)

The sweepings contract has been fully implemented and processed in quarter 4. Over the year, the sweepings material has been stockpiled until the procurement exercise was fully completed. Approximately 8500 tonnes of material has been recycled. Recycling this material instead of landfilling or sending this to energy from waste has saved excess of £100,000 net, in disposal costs. In addition, if this material had not been recycled it would equate to £1.3m of fines from Welsh Government.

Additional post sorting of residual waste has been undertaken as well in quarter 4, to yield a further +2500 tonnes of recycling. This activity has cost an additional £260,000, but if this material had not been recycled it would equate to around £0.5m of fines from Welsh Government.

Other initiatives include recycling metals from the energy recovery plant at Viridor.

STS/005(b)

I note the Committee's comments and we are delivering ways to improve our performance through the Neighbourhood Services Project that you are aware of.

PLEASE REPLY TO: Cabinet Support Office, Room 514, County Hall, Atlantic Wharf,
Cardiff CF10 4UW
Tel (029) 2087 2631 Fax (029) 20872691



Recycling & Waste Restricting Programme 2015

Grangetown Community Concern

The Committees support for the 'Grangetown Community Concern' initiative is welcomed and officers are now looking at how we can expand this initiative wider across our city to raise community engagement with landlords and through the Neighbourhood Services Project and the Landlords licensing scheme.

Swansea

Cardiff officers have been working with Swansea waste officers to capture lessons learned from their bag restricting programme. Equally Swansea officers approached Cardiff last year to adopt our student communications plans. They worked with the University to promote the changes and provided extra resources on the streets to door knock and talk to their students. This mirrors what we already do in Cardiff annually and specifically the Environmental and we still do more with our Student Community Partnership approach which we are invited to present on in April.

Trafford Metropolitan Borough Council

An update has been requested from Trafford waste officers and this will be fed through once received.

Replacement Bins

If a bin is lost, damaged or stolen it is the responsibility of the householder to seek a replacement. If a bin is damaged during our operations, then the Council may show discretion and replace the wheeled bin free of charge. All other circumstances remain the responsibility of the householder or landlord. This practise has been taken from benchmarking of Local Authority waste services across the UK.

Tackling Waste Issues

The service will be providing additional resources to support the changes. Four education officers will be working ahead of the changes to undertake activities such as; outreach and roadshows; student events; hygiene service reviews; assisted lift assessments; education of high presenting households; larger families assessments and bin capacity checks on HMOs. An additional 12 waste officers will be recruited to target waste presentation issues and side waste.

The collection operatives will have clear instructions on the processes to follow and regular cross team reviews will be conducted. As well as proactive patrols, the waste collection and cleansing operatives will feedback via their end of shift reports of any problem areas. Equally in the Neighbourhood Service Trial areas the enforcement teams are embedded in the street scene teams and communicate directly on issues via the radios.

The enforcement teams will be using "fly-mapper" which is a handheld GPS device that allows officers to log the location, date, time and type of issue.

Yours sincerely
Yn gwyir



Councillor / Y Cynghorydd Bob Derbyshire
Cabinet Member Environment
Aelod Cabinet Dros Yr Amgylchedd

Report

CONSULTATION REPORT: OUTLINE WASTE MANAGEMENT STRATEGY, 2015-2018 *(Produced February 2015)*





Cardiff Research Centre is part of the Council's Policy, Partnership & Citizen Focus service. We strive to deliver research, information and consultation services for Cardiff Council and its partner organisations.

Our services include:

- Collection, analysis and interpretation of primary survey data;
- Analysis and interpretation of a wide range of secondary demographic and socio-economic data including the Census and all other sources from the wider data environment;
- Specialised studies on a wide range of topics including social, economic and demographic data sources, impact assessments and projections;
- Quantitative and qualitative research and consultation projects;
- The Cardiff Citizens' Panel;
- Focus Group facilitation;
- Advice and support on all aspects of research including survey & questionnaire design, &
- GIS thematic & schematic mapping services.

For further information please contact:

Claire Griffiths , Principal Consultation & Engagement Officer

☎ 029 2087 3217

✉ c.griffiths@cardiff.gov.uk

✉ research@cardiff.gov.uk

✉ consultation@cardiff.gov.uk

www.askcardiff.com

CONSULTATION REPORT: OUTLINE WASTE MANAGEMENT STRATEGY, 2015–2018

INTRODUCTION

The City of Cardiff Council is working with the Welsh Government to model the whole service impacts for waste minimisation, reuse, recycling and diversion from landfill for the next 25 years. This work will also help to inform the next waste strategy as it will give us robust data on the cost of providing services, the likely recycling performance and also tell us how sustainable our future services will be.

Cardiff has made massive leaps forwards in our recycling performance over the past ten years, but now we need to review how we will achieve the very challenging legal targets of 70% by 2025. Failing to meet these targets could cost the city £21m in fines if we do nothing and don't change our recycling performance.

The Welsh Government set out their vision for zero waste by 2050. This also included the introduction of statutory recycling targets for all Local Authorities in Wales.

- 58% by 2015/16
- 64% by 2019/20
- 70% by 2024/25

Unfortunately, in 2013/14 the Council failed to achieve the required recycling performance (we achieved 49.9% recycling and composting, the target was 52%) and could face significant fines if we don't turn this position around. During 2012/13 the cost of waste to landfill could have paid for over 450 additional Police Officers, or nearly 40 ambulances (*source: Waste Awareness Wales*).

The Welsh Government have firmly outlined their preferred collection blueprint for councils to follow in order to achieve high quality recycling, cost effective services and the most sustainable approach to waste and recycling. It is clear that the Councils waste and recycling collections cannot remain as they are and we must make improvements to drive up the recycling.

Consequently, the City of Cardiff council now must explore all future collection and recycling options to test what is the best solution for Cardiff. The public's views on the options available to us are important and will help inform the decision making process.

METHODOLOGY

A paper version of the waste management questionnaire was sent to 3,000 Cardiff addresses. This comprised a random sample of 2,500 Cardiff addresses, as well as a 'boost' sample of 500 surveys targeted at bag areas. Both of these were stratified by electoral division so as to reflect the distribution of Cardiff's population across the city. In addition, an electronic version of the survey was made available online and highlighted on the front of the paper survey. This was also linked to in the main council budget consultation, as well as being circulated to the Ask Cardiff online group and key stakeholder contacts held by waste management.

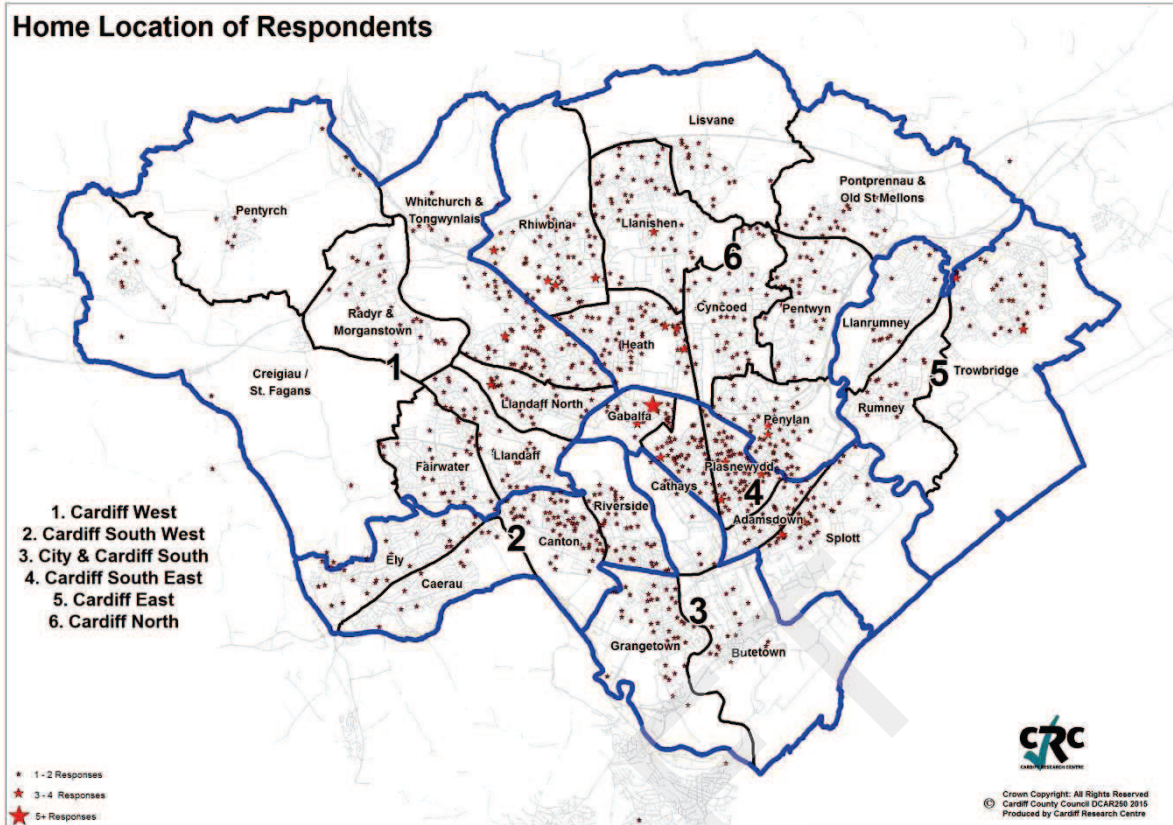
RESPONDENTS

There were 1,443 responses to the survey with around a quarter of these coming from Cardiff North (25.2%). In contrast, City & Cardiff South and Cardiff East accounted for just 5.1% and 4.6% of responses, respectively, compared to around a tenth of Cardiff's total population. Therefore, due to the low response rates, figures for these two areas should be treated with caution throughout the report.

Place of Residence	No.	%
Cardiff North	363	25.2
Cardiff West	246	17.0
Cardiff South East	227	15.7
Cardiff South West	148	10.3
City & Cardiff South	74	5.1
Cardiff East	67	4.6
Outside Cardiff	10	0.7
Unknown	308	21.3
TOTAL RESPONDENTS	1,443	100.0

NB. The 'unknown' category includes respondents whose exact location could not be identified due to missing, incomplete, or incorrect postcode information.

The map overleaf shows the distribution of respondents in Cardiff by neighbourhood partnership area (NPA) and electoral division.



RESULTS

Q1. Do you currently use any of the following?

Overall

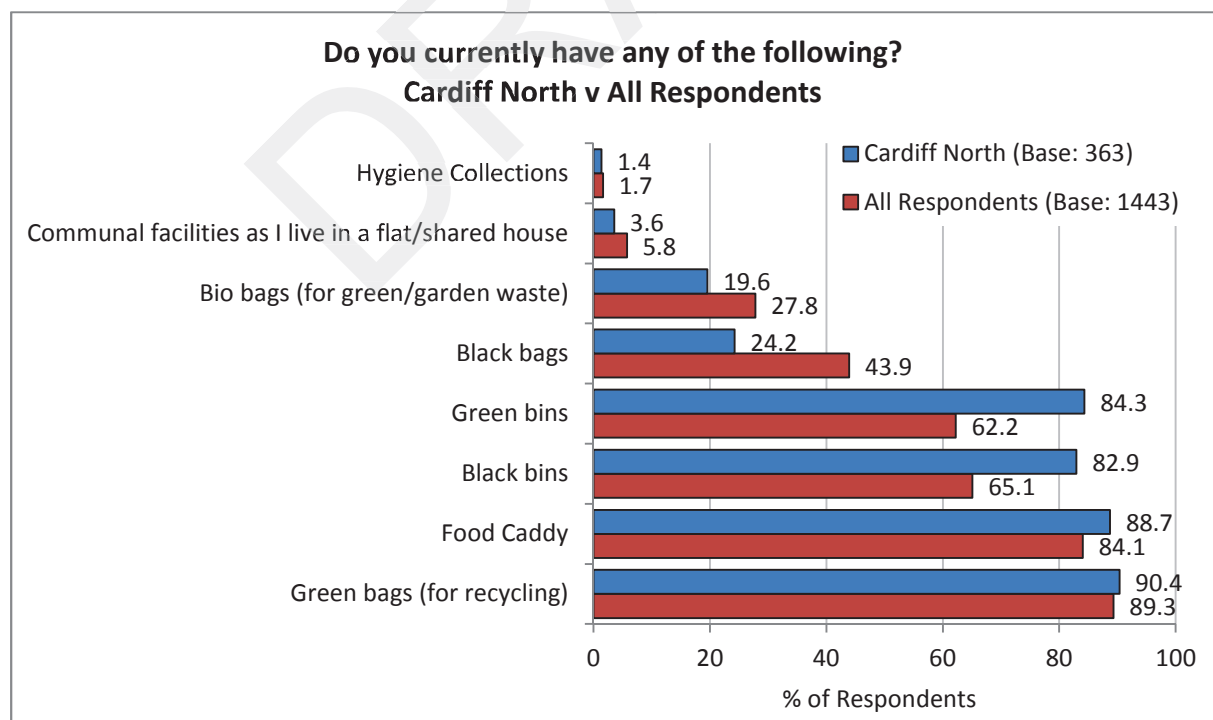
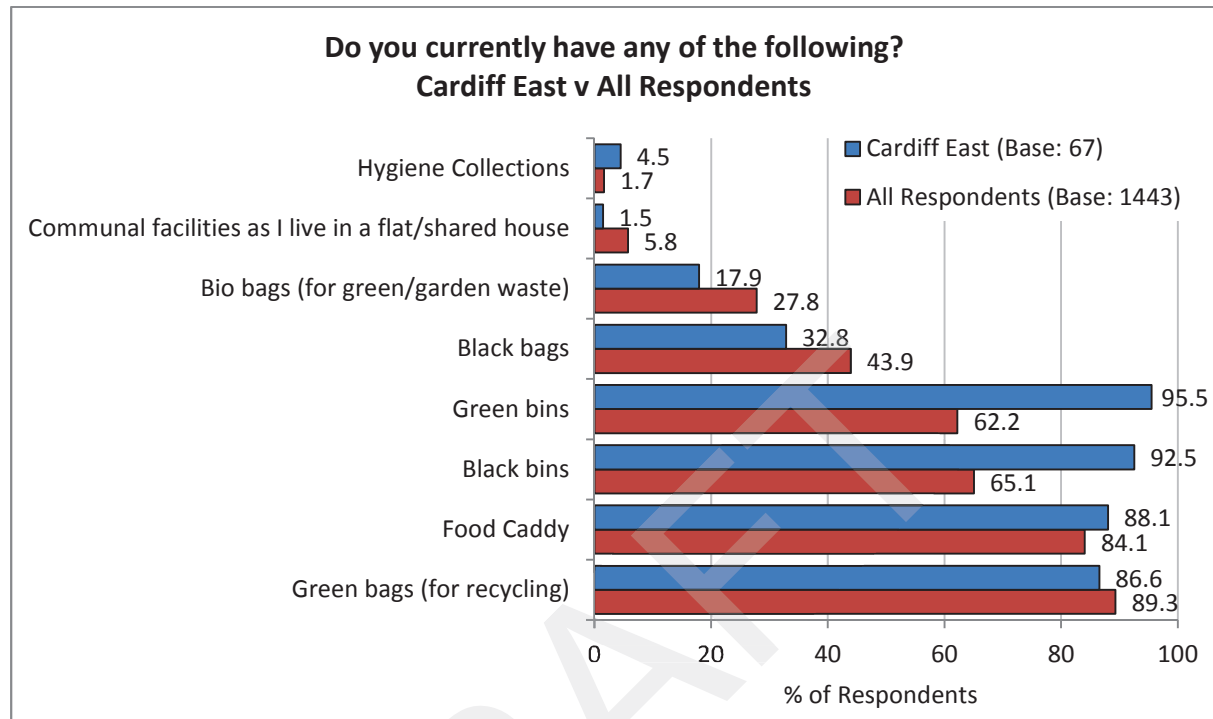
Green bags (for recycling) were most commonly used by respondents (89.3%), just above food caddies (84.1%). In addition, over three-fifths used black bins (65.1%) and green bins (62.2%). In contrast, just 1.7% used the hygiene collections.

Currently Use	No.	%
Green bags (for recycling)	1,289	89.3
Food caddy	1,213	84.1
Black bins	939	65.1
Green bins	898	62.2
Black bags	634	43.9
Bio bags (for green/garden waste)	401	27.8
Communal facilities as I live in a flat/shared house	83	5.8
Hygiene collections	24	1.7
TOTAL RESPONDENTS	1,443	–

NB. Percentages do not sum to 100% because respondents could give more than one answer

Neighbourhood Partnership Area

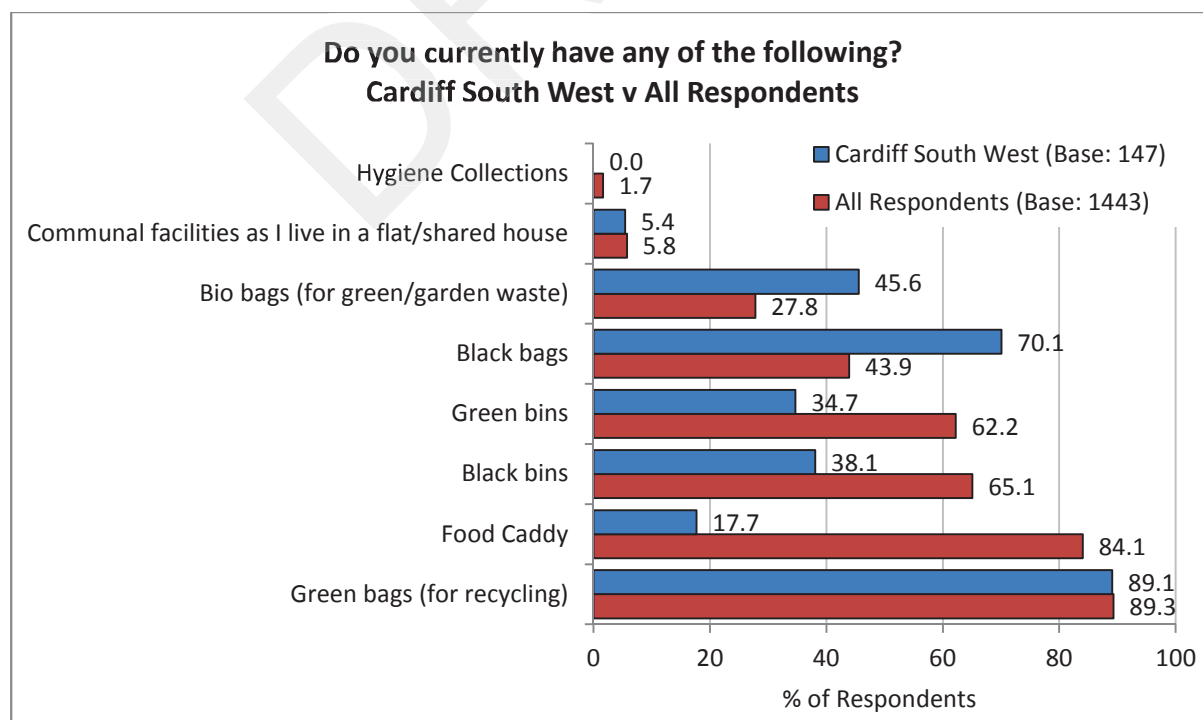
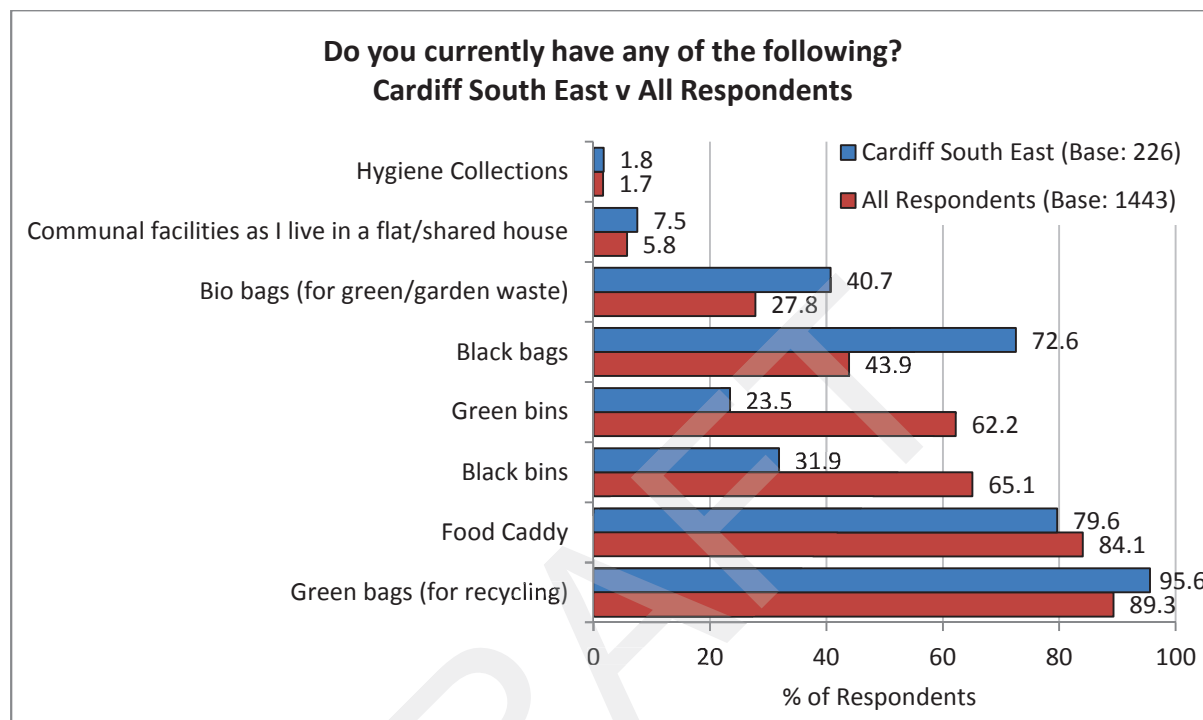
Respondents from Cardiff East were most likely to use green bins (95.5%) and black bins (92.5%); well above the equivalent proportions for all respondents. They also had above average use of hygiene collections (4.5%) and food caddies (88.1%).



As for all respondents, residents of Cardiff North were most likely to use green bags (90.4%) and food caddies (88.7%). More than four-fifths also used green bins

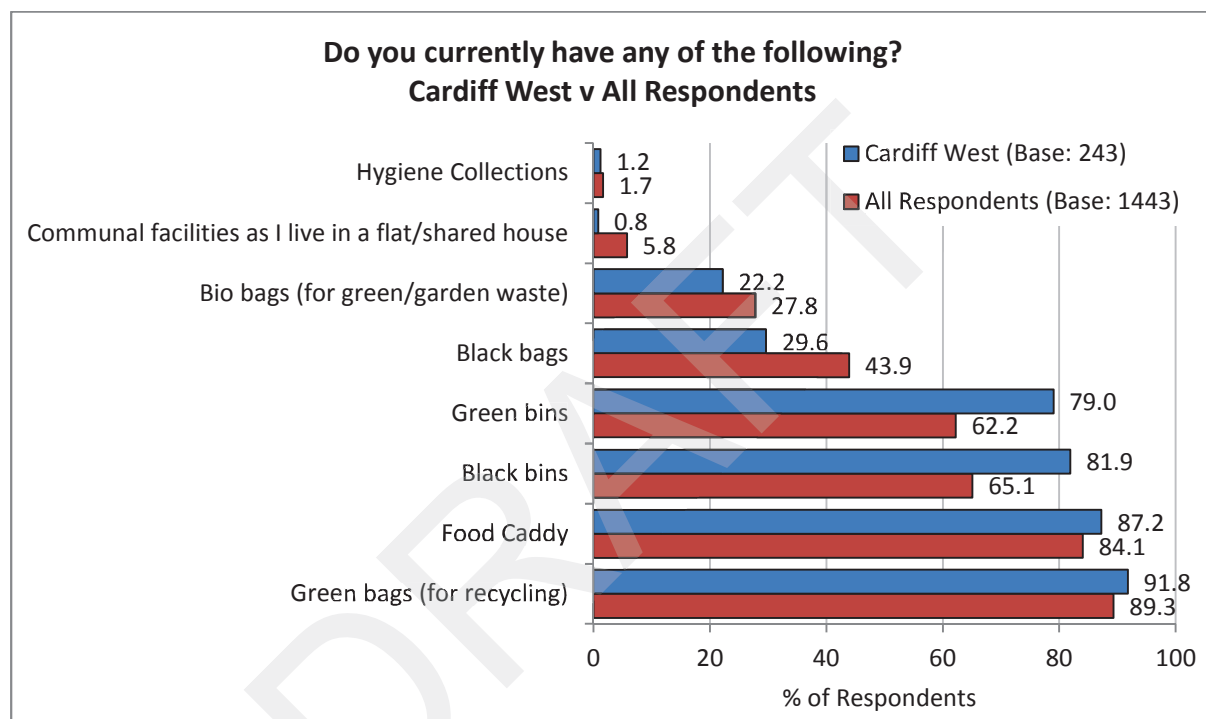
(84.3%) and black bins (82.9%): well above the equivalent proportions for all respondents.

Green bags were also the most commonly used item in Cardiff South East (95.6%), followed by food caddies (79.6%). Meanwhile, black bags (72.6%) and bio bags (40.7%) were much more likely to be used in the NPA than by all respondents.

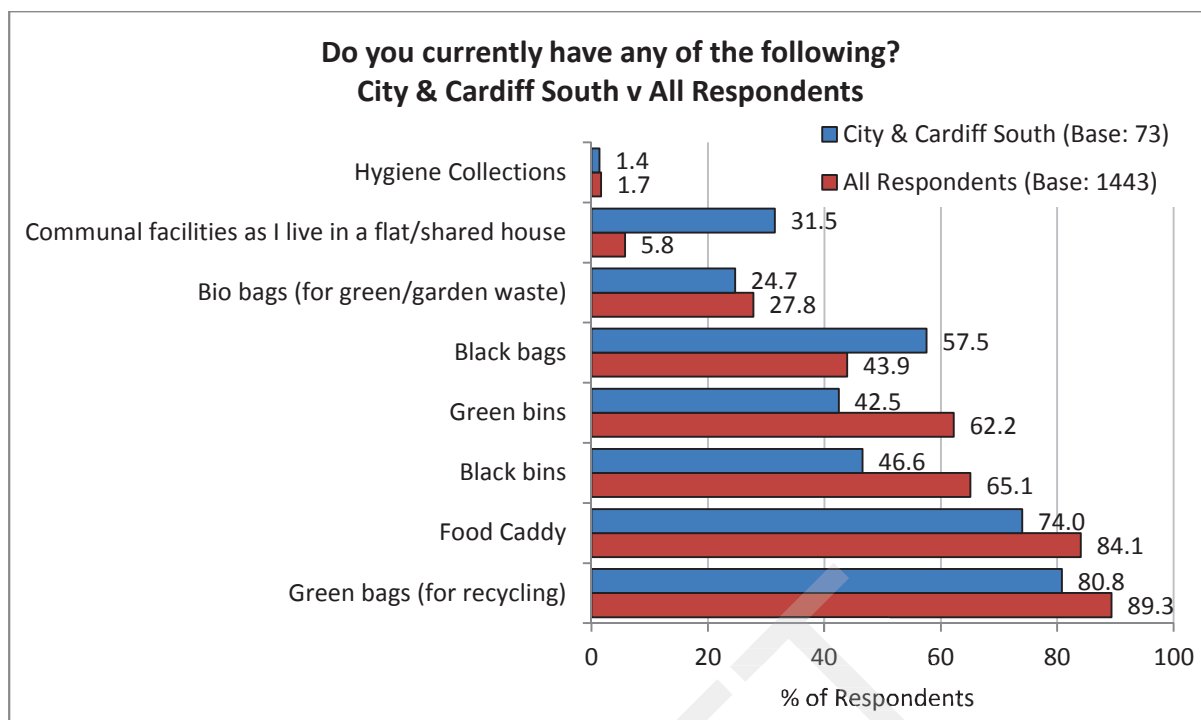


In Cardiff South West, green bags (89.1%) were again the most prevalent item. However, food caddies were only used by 17.7% of residents; less than a quarter of the figure for all respondents. Use of green bins (34.7%) and black bins (38.1%) was also less common in the NPA. However, black bags (70.1%) and bio bags (45.6%) were much more widely utilised within the NPA.

Green bags (91.8%) and food caddies (87.2%) were the most commonly used items in Cardiff West, and exceeded the levels seen across all respondents. This was also the case for black bins (81.9%) and green bins (79.0%). However, black bag use (29.6%) was around a third lower in the NPA.



In City & Cardiff South, green bags (80.8%) and food caddies (74.0%) again saw the most widespread use. Black bags (57.5%) were much more commonly used in the NPA, while almost a third of respondents utilised communal facilities (31.5%).



Q2. How many green bags do you typically place out each week?

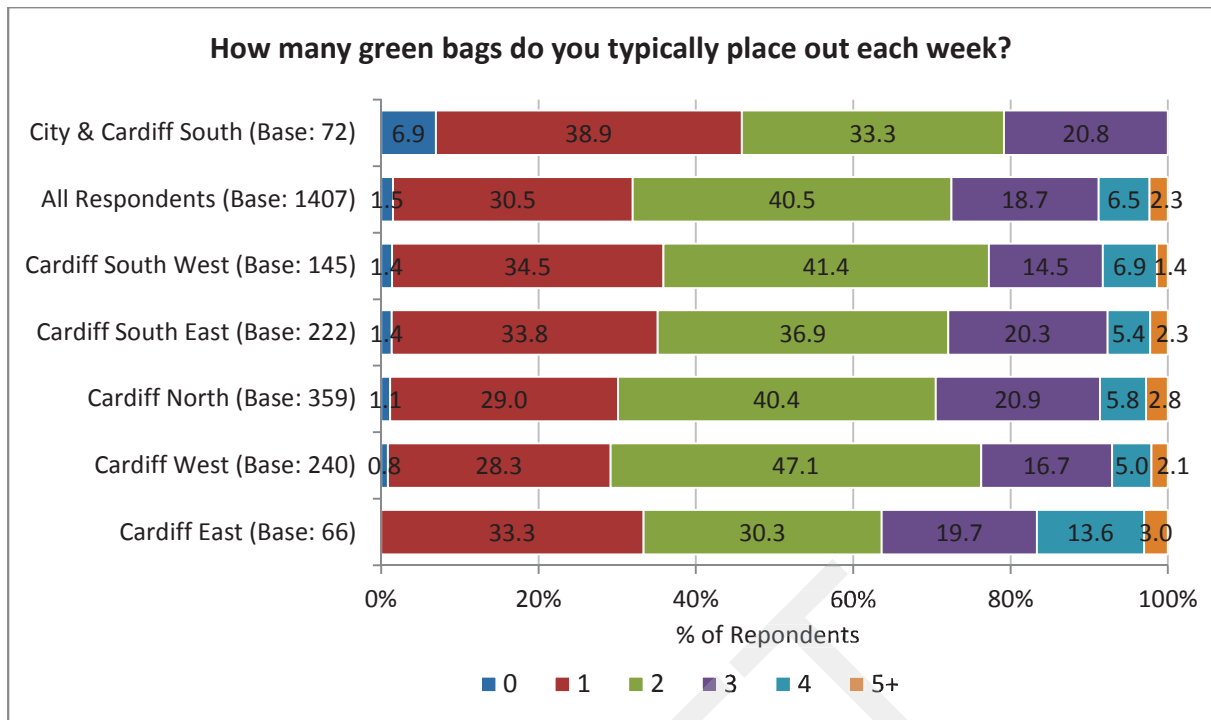
Overall

Two-fifths (40.5%) typically put out two green bags a week, while a further three-tenths (30.5%) put out just one bag.

No. Green Bags	No.	%
0	21	1.5
1	429	30.5
2	570	40.5
3	263	18.7
4	91	6.5
5+	33	2.3
TOTAL RESPONDENTS	1,407	100.0

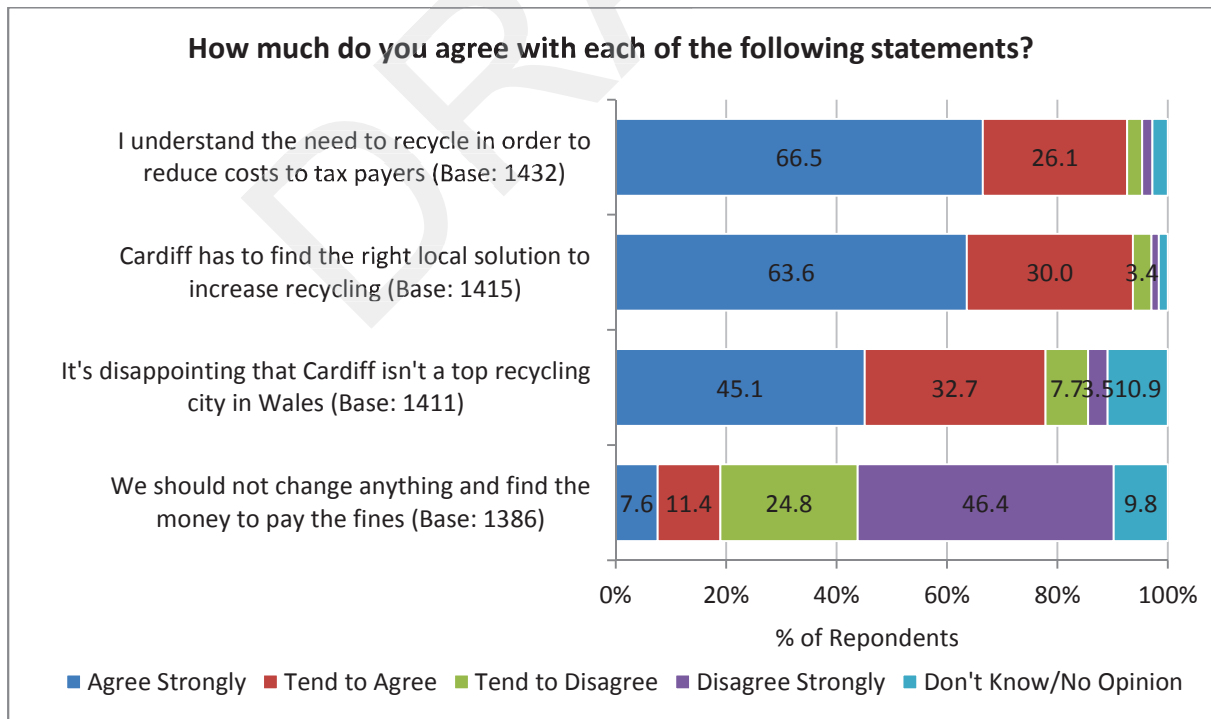
Neighbourhood Partnership Area

Residents of Cardiff East appear to put out the highest number of green bags each week with 13.6% of their respondents putting out 4 bags and 3.0% putting out 5+. In contrast, 6.9% of respondents from City & Cardiff South did not put out any bags; more than four times the figure for all respondents, and none put out more than 3 bags.



Q3. How much do you agree with each of the following statements?

Overall



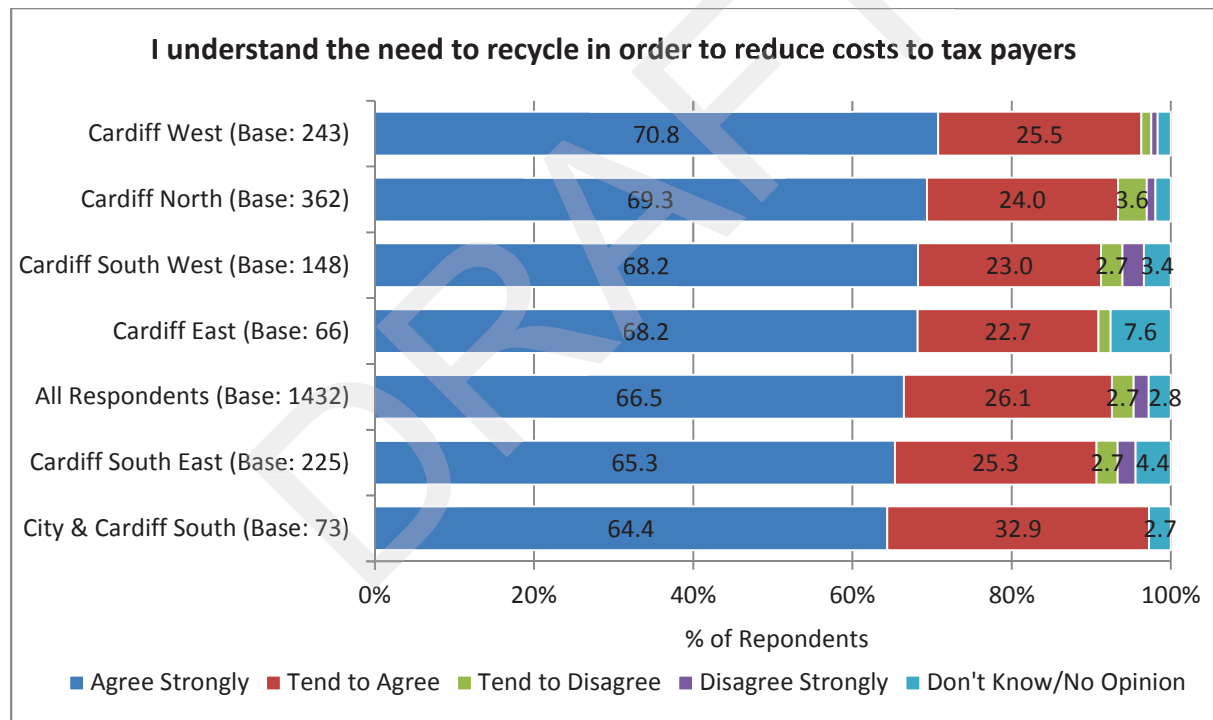
Over nine-tenths (92.6%) of respondents agreed that they understood the need to recycle in order to reduce costs to tax payers, including 66.5% that strongly agreed.

Similarly, more than nine-tenths (93.6%) agreed that Cardiff had to find the right local solution to increase recycling, including 63.6% that strongly agreed.

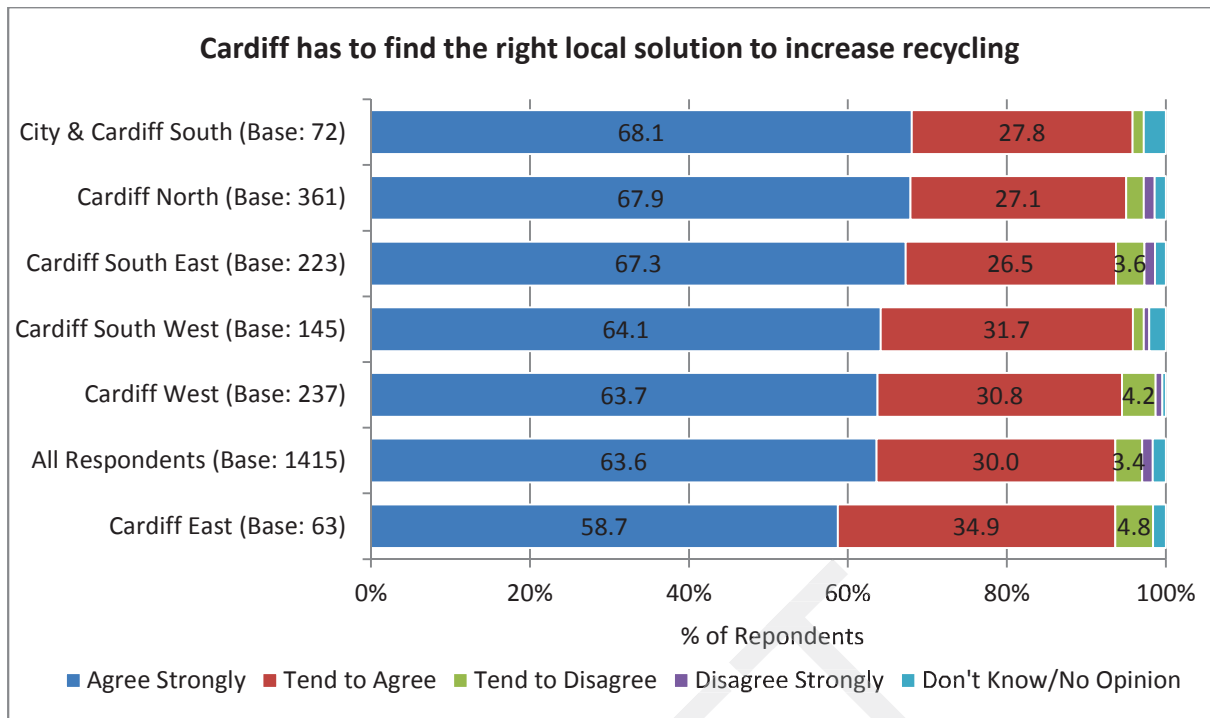
Around three-quarters (77.8%) agreed that it was disappointing that Cardiff isn't a top recycling city in Wales, with 45.1% strongly agreeing. In contrast, almost three-quarters (71.2%) disagreed with the idea that we should not charge anything and find the money to pay the fines, including 46.4% that strongly disagree.

Neighbourhood Partnership Area

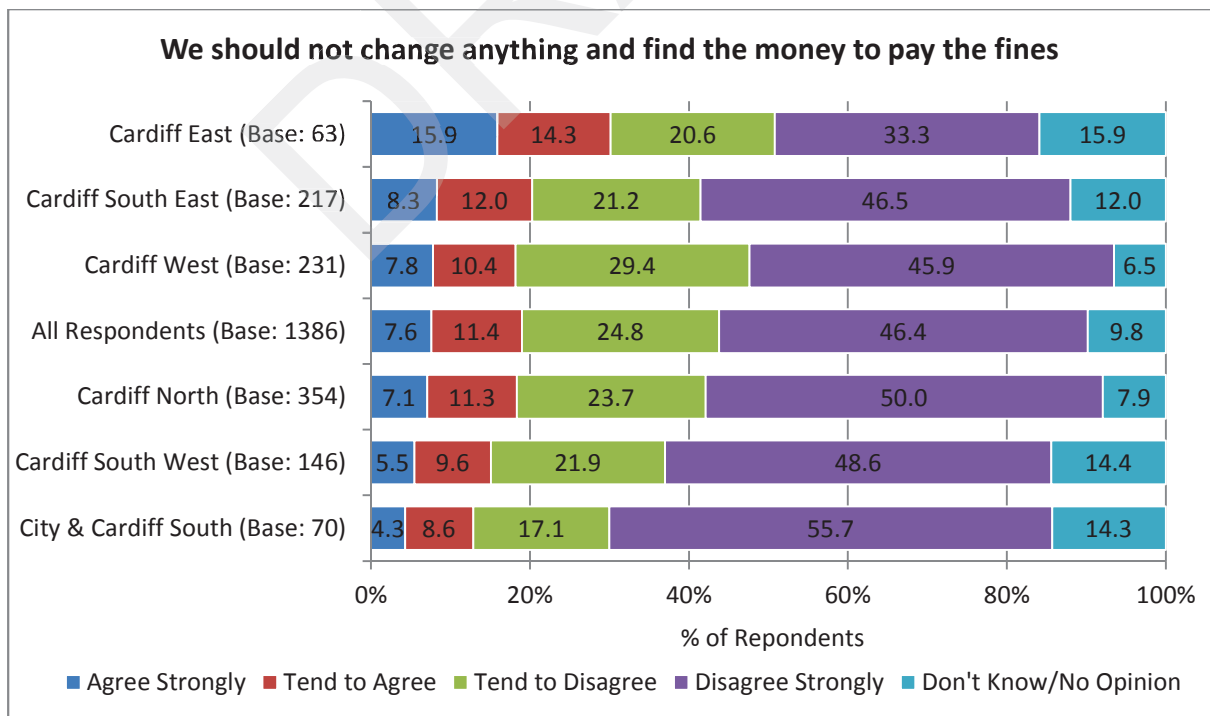
Over nine-tenths of respondents from each NPA agreed that they understood the need to recycle in order to reduce cost to tax payers. City & Cardiff South (97.3%) had the highest proportion of respondents that agreed, despite having the lowest percentage that strongly agreed (64.4%). In fact, none of their respondents disagreed with the statement. Residents of Cardiff West (70.8%), meanwhile, were most likely to strongly agree.



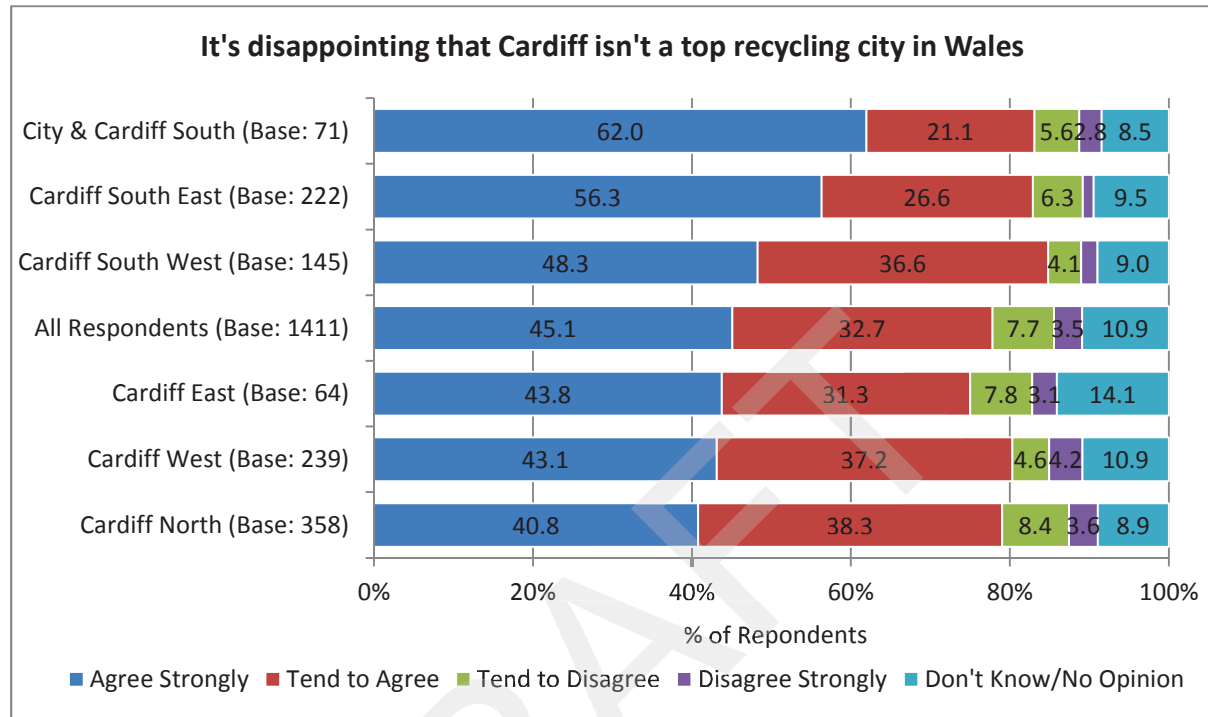
Again, more than nine-tenths of respondents from each of the NPAs agreed that Cardiff has to find the right solution to increase recycling. The proportion that strongly agreed ranged from 58.7% in Cardiff East to 68.1% in City & Cardiff South.



The majority of respondents in each NPA disagreed that we should not change anything and find the money to pay the fines. This was highest in Cardiff West where 75.3% disagreed, although residents of City & Cardiff South were most likely to strongly disagree (55.7%). In contrast, Cardiff East residents (30.2%) were most likely to support the statement.



At least three-quarters of respondents from each of the NPAs agreed that it was disappointing that Cardiff isn't a top recycling city in Wales, with this figure highest in Cardiff South West (84.8%). City & Cardiff South were most likely to strongly agree (62.0%). In contrast, more than a tenth of respondents from Cardiff North (12.0%) and Cardiff East (10.9%) disagreed with the statement.



Q4. How much do you agree with each of the following statements?

Overall

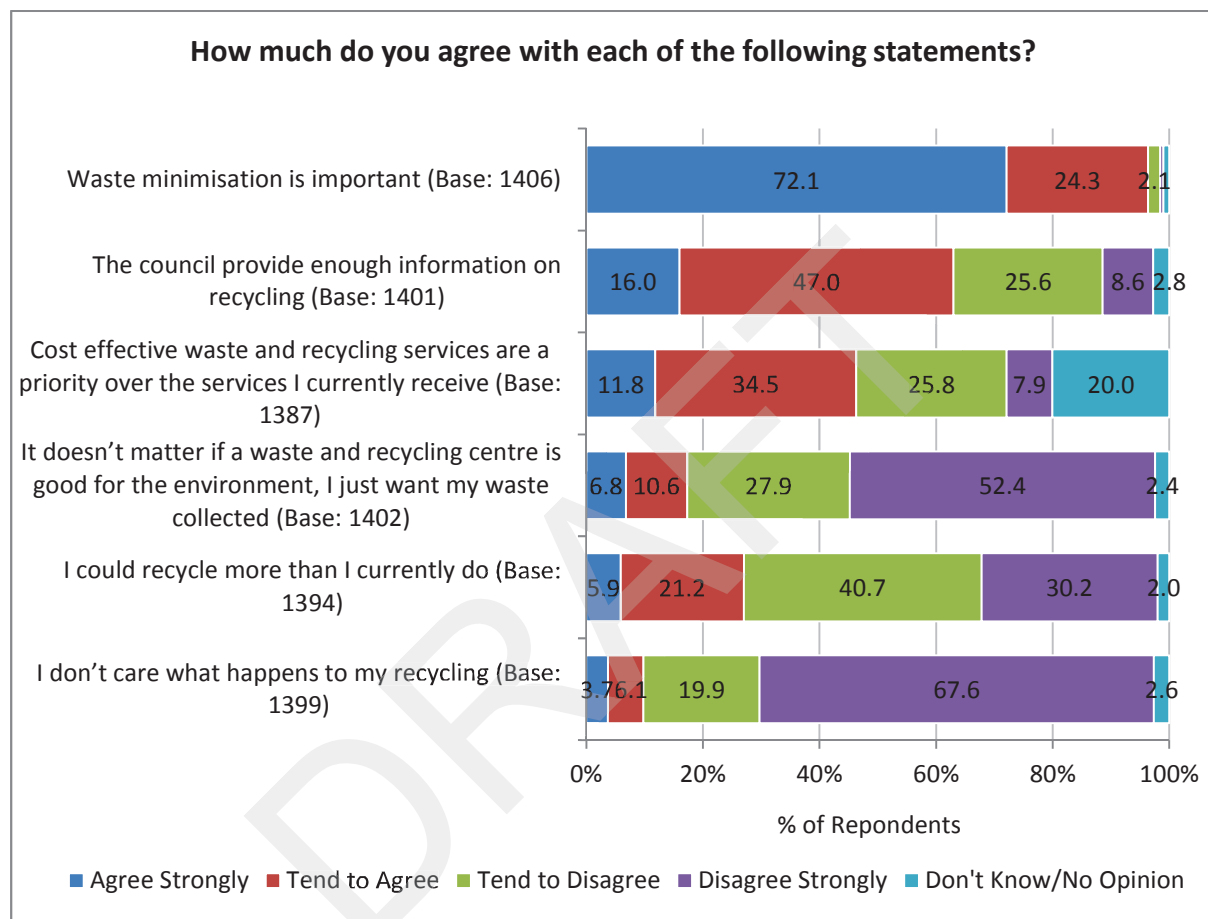
More than nine-tenths of respondents agreed that waste minimisation is important (96.4%), including 72.1% that strongly agreed. The only other statement that was agreed with by more than half of the respondents was that the council provide enough information on recycling (63.0%), although just 16.0% strongly agreed.

Over two-fifths (46.3%) agreed that cost effective waste and recycling services are a priority over other services they receive, although a third (33.7%) also disagreed, while a fifth (20.0%) didn't know or had no opinion.

More than half (52.4%) strongly disagreed with the statement "it doesn't matter if a waste and recycling centre is good for the environment, I just want my waste collected", while four-fifths (80.2%) disagreed to some extent.

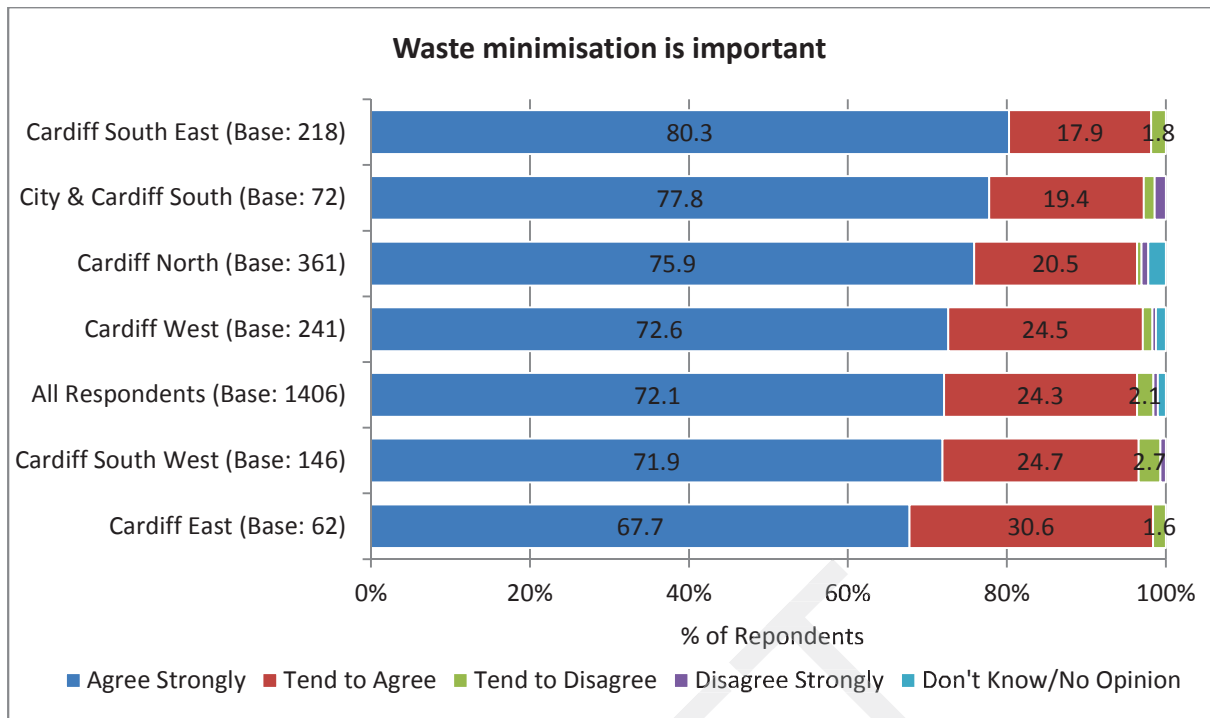
Seven-tenths (70.9%) disagreed that they could recycle more than they currently do, including 30.2% that strongly disagreed. However, over a quarter (27.0%) agreed that they could recycle more.

The statement that received the greatest level of disagreement was “I don’t care what happens to my recycling”, with 87.6% disagreeing to some degree, including two-thirds that strongly disagreed (67.6%).

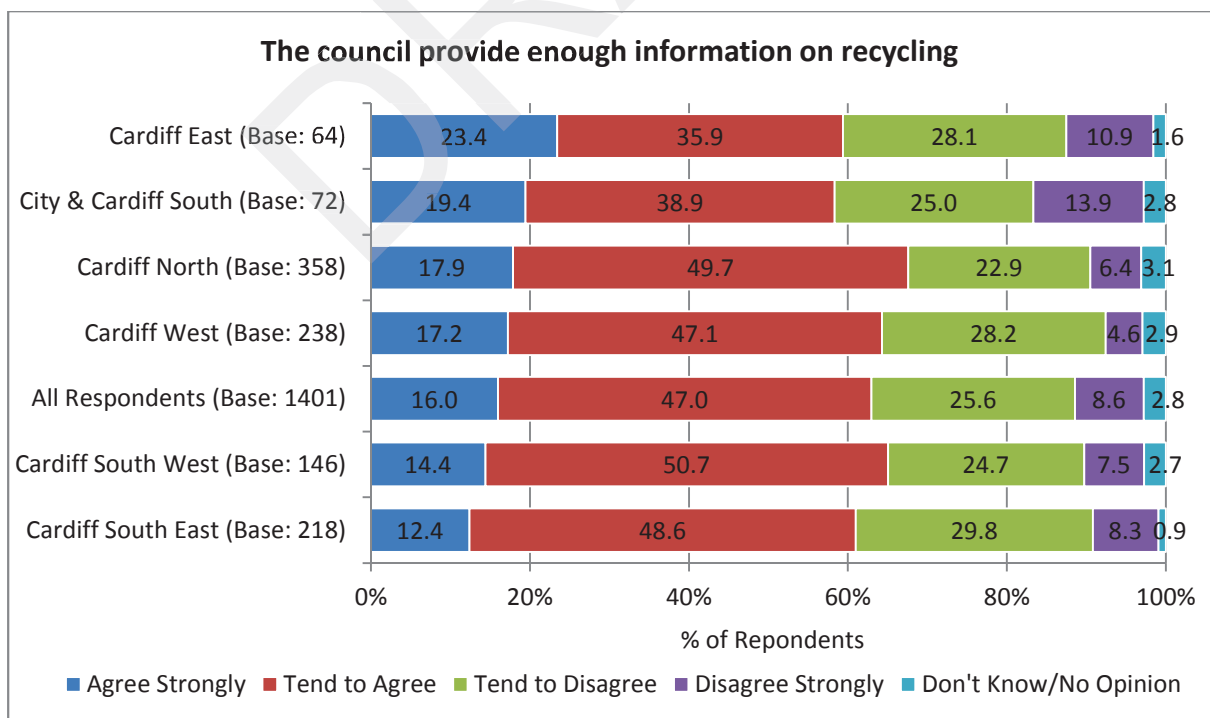


Neighbourhood Partnership Area

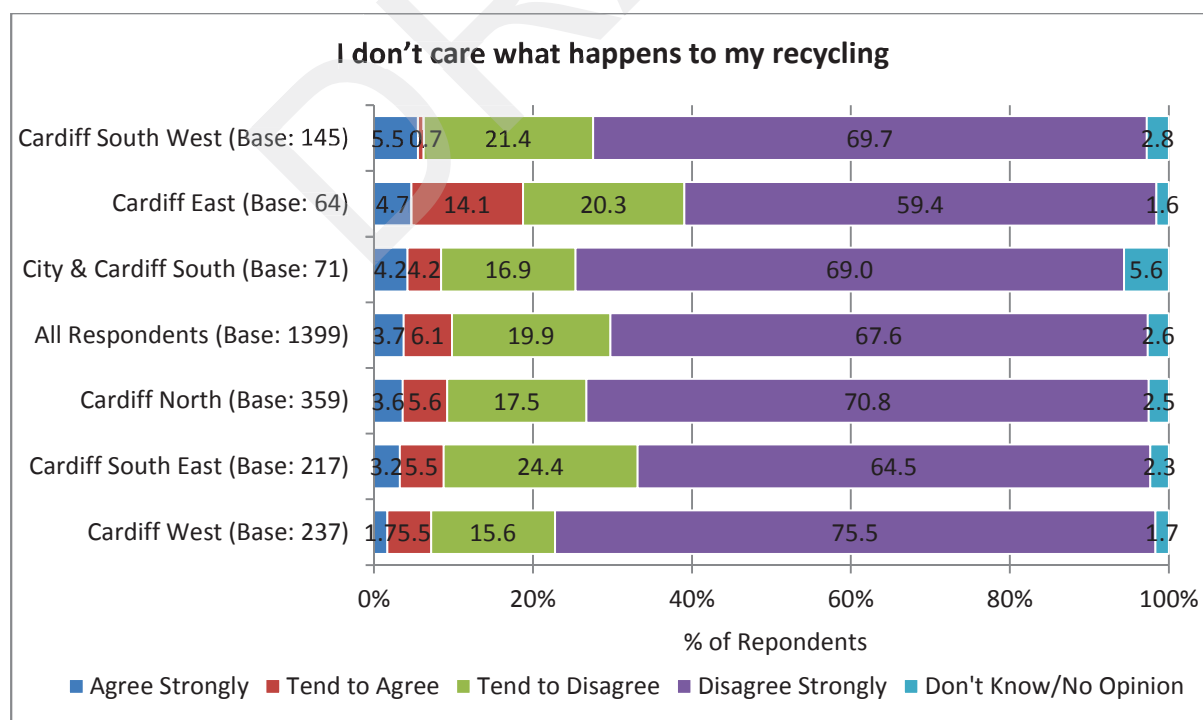
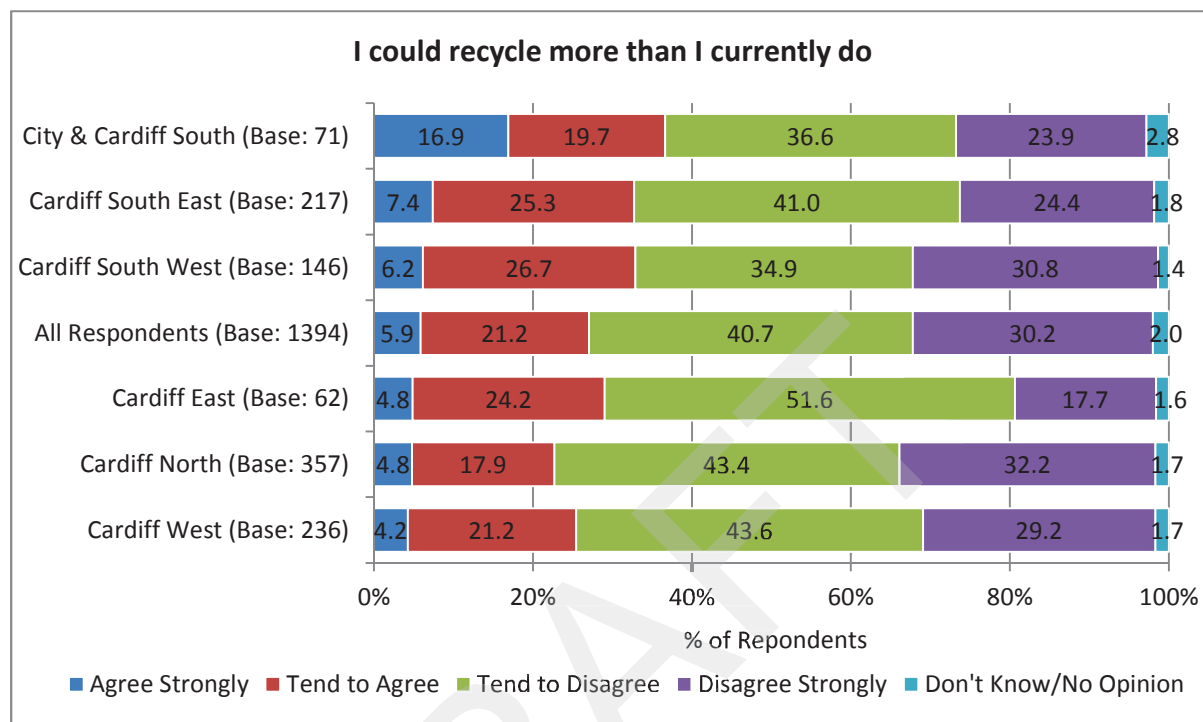
Over nine-tenths of respondents from each of the areas supported the idea that waste minimisation is important, with Cardiff East (98.4%) residents most likely to concur, even though they had the smallest proportion of respondents that strongly agreed (67.7%). The area with the largest proportion that strongly agreed was Cardiff South East (80.3%).



More than half of respondents from each NPA agreed that the council provided enough information on recycling, with Cardiff North (67.6%) having the greatest proportion that agreed to some degree. Cardiff East residents were most likely to strongly agree (23.4%). However, they were also most likely to disagree to some extent (39.1%).

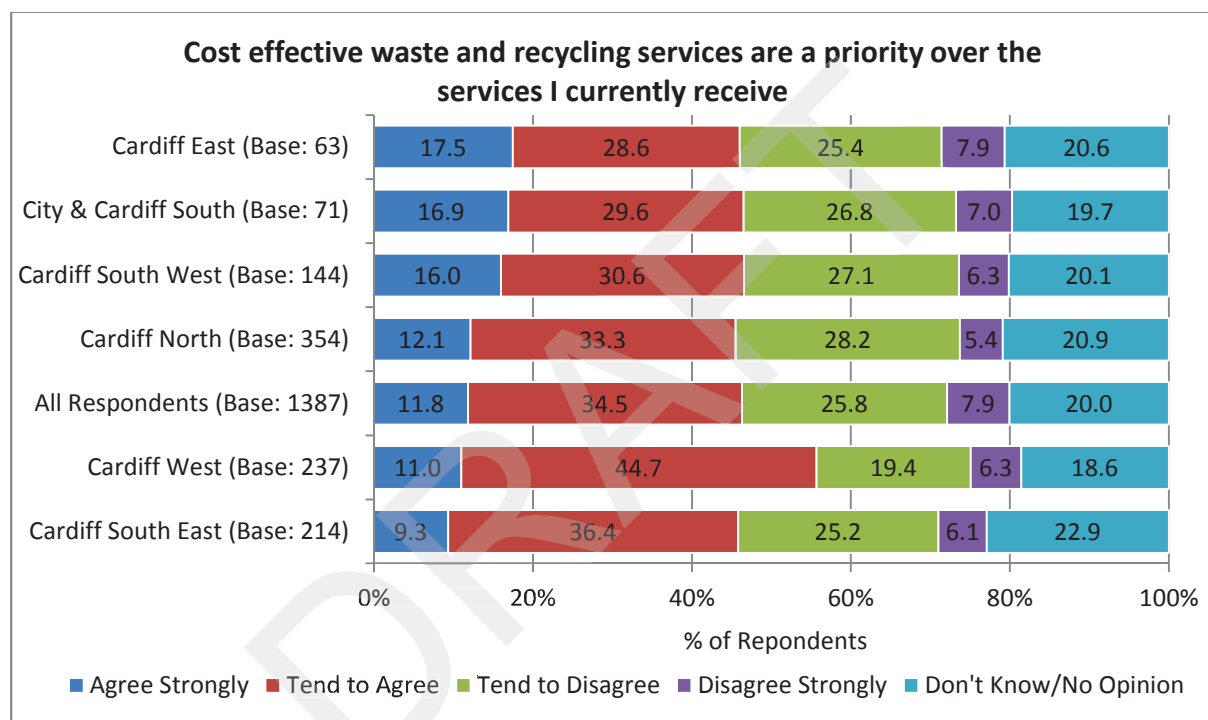


Over a third (36.6%) of residents from City & Cardiff South felt that they could recycle more than they currently do, including 16.9% that strongly agreed. In contrast, three-quarters (75.6%) of Cardiff North's respondents felt that they already recycled what they could, with almost a third (32.2%) strongly disagreeing with the statement.

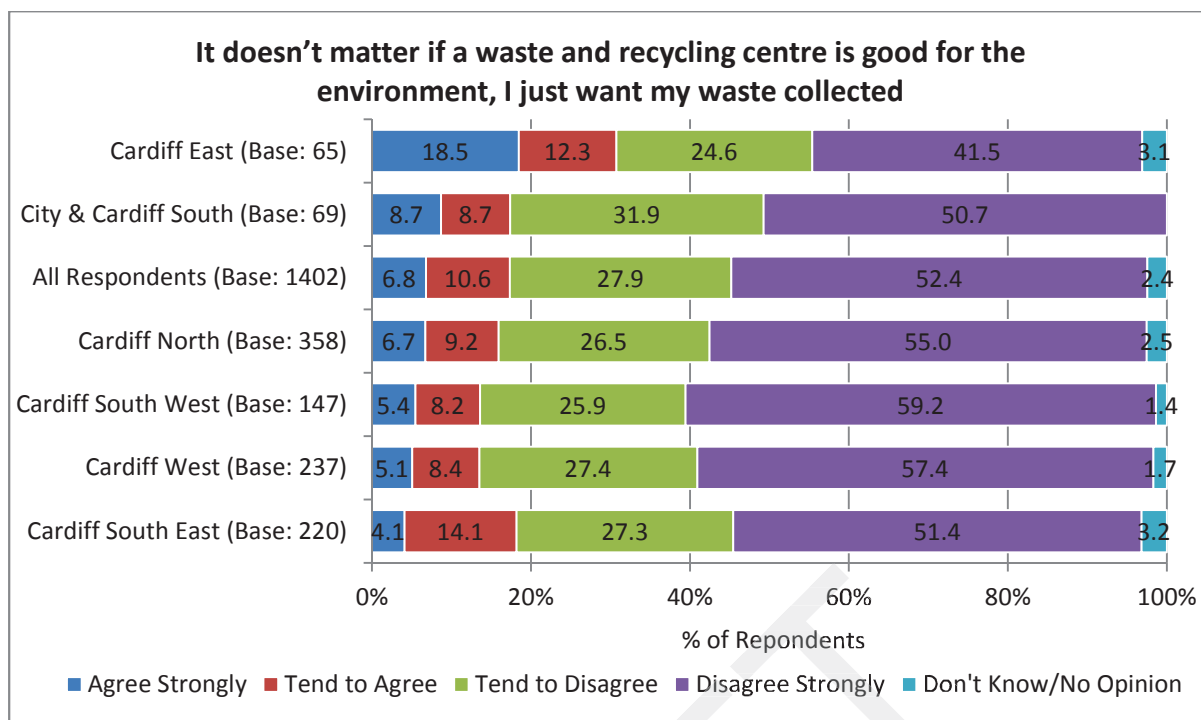


In excess of three-quarters of respondents from each of the NPAs disagreed with the statement “I don’t care what happens to my recycling”. This rose to more than nine-tenths in both Cardiff West (91.1%) and Cardiff South West (91.0%). However, almost a fifth (18.8%) of Cardiff East’s respondents agreed with the statement.

Cardiff West (55.7%) was the only NPA where more than half of their respondents agreed that cost effective and recycling services are a priority over the services they currently receive. In each of the other five NPAs around a third disagreed with the statement to some extent. Meanwhile, approximately a fifth of those completing the questionnaire in each of the NPAs indicated that they did not know or had no opinion.



Three-tenths (30.8%) of respondents from Cardiff East agreed that “it doesn’t matter if a waste and recycling centre is good for the environment, I just want my waste collected”. However, more than three-quarters of respondents from the other five NPAs disagreed with the statement, with a high of 85.0% in Cardiff South West, including 59.2% that strongly disagreed.



Q5. Do you think the Council should encourage people to recycle more through service charges, supporting them through information and enforcing those that don't recycle, even if it costs more to deliver these objectives?

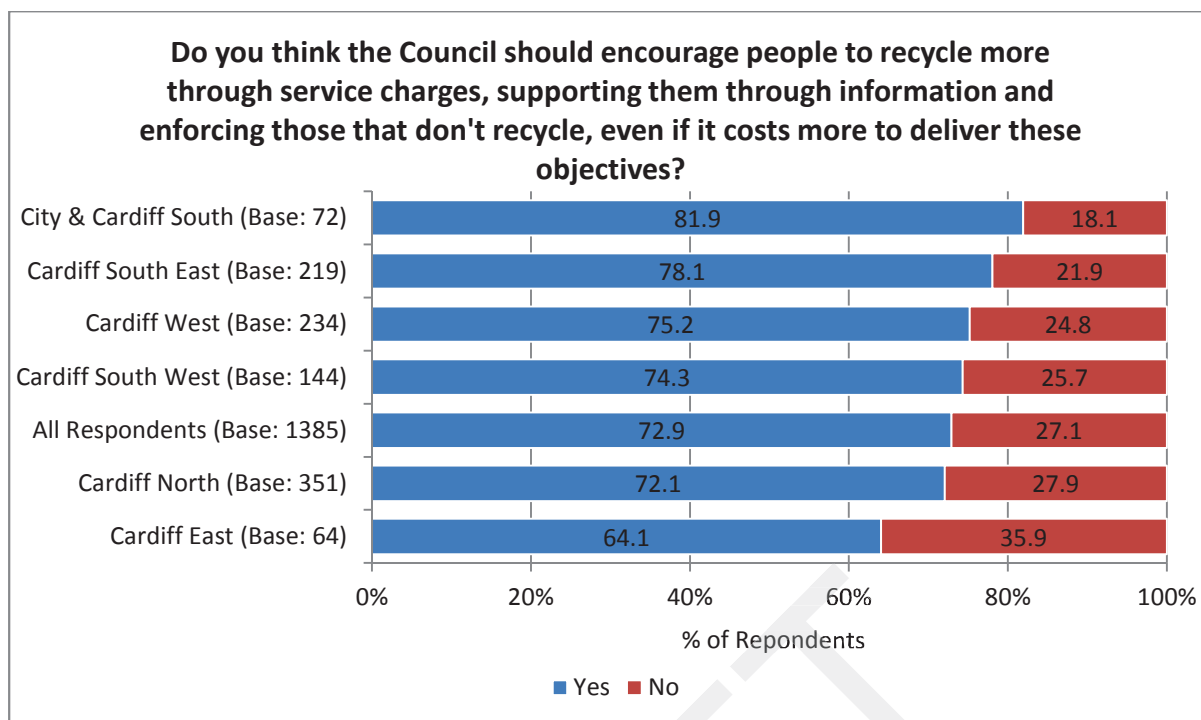
Overall

Almost three-quarters (72.9%) of respondents thought that the Council should encourage people to recycle more through service charges, supporting them through information and enforcing those that don't recycle, even if it costs more to deliver these objectives.

Response	No.	%
Yes	1,010	72.9
No	375	27.1
TOTAL RESPONDENTS	1,385	100.0

Neighbourhood Partnership Area

Across the NPAs this proportion ranged from less than two-thirds in Cardiff East (64.1%) to more than four-fifths in City & Cardiff South (81.9%).



Q6. Should the Council take action or penalise those that don't recycle?

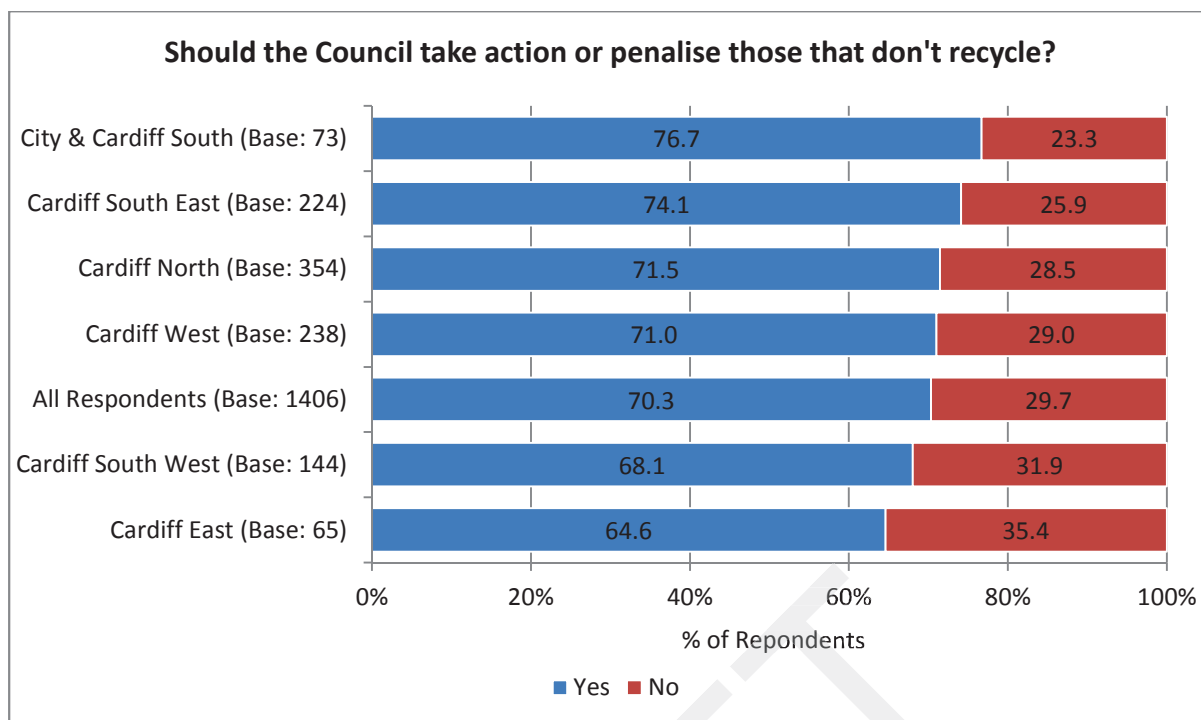
Overall

Seven-tenths (70.3%) of respondents felt that the Council should take action or penalise those that don't recycle.

Response	No.	%
Yes	989	70.3
No	417	29.7
TOTAL RESPONDENTS	1,406	100.0

Neighbourhood Partnership Area

The proportion that believed the Council should take action or penalise those that don't recycle varied from 64.6% in Cardiff East to 76.7% in City & Cardiff South.



HOUSEHOLD WASTE RECYCLING CENTRES (HWRCs)

Q7. Do you use Household Waste & Recycling Centres?

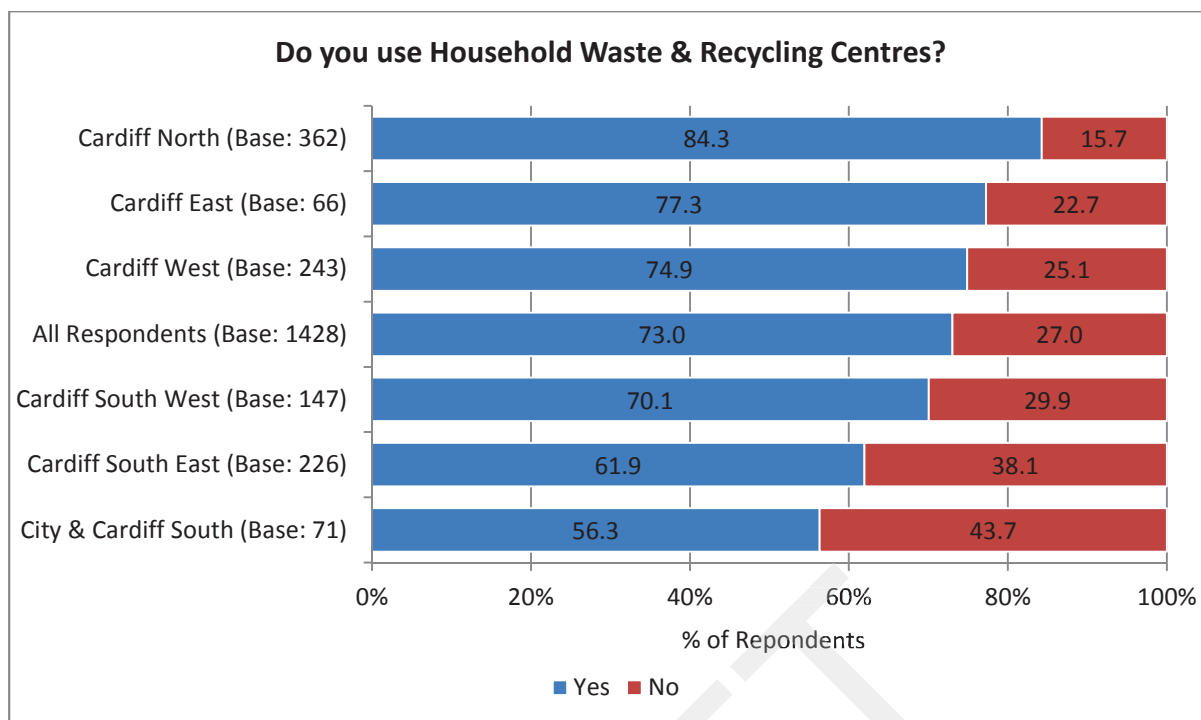
Overall

Just under three-quarters (73.0%) of those completing the survey said that they used the Household Waste & Recycling Centres (HWRCs).

Response	No.	%
Yes	1,043	73.0
No	385	27.0
TOTAL RESPONDENTS	1,428	100.0

Neighbourhood Partnership Area

More than four-fifths (84.3%) of respondents from Cardiff North use the HWRCs. However, this figure fell to just 56.3% for City & Cardiff South.



Q8. Which of the following sites do you use?

Overall

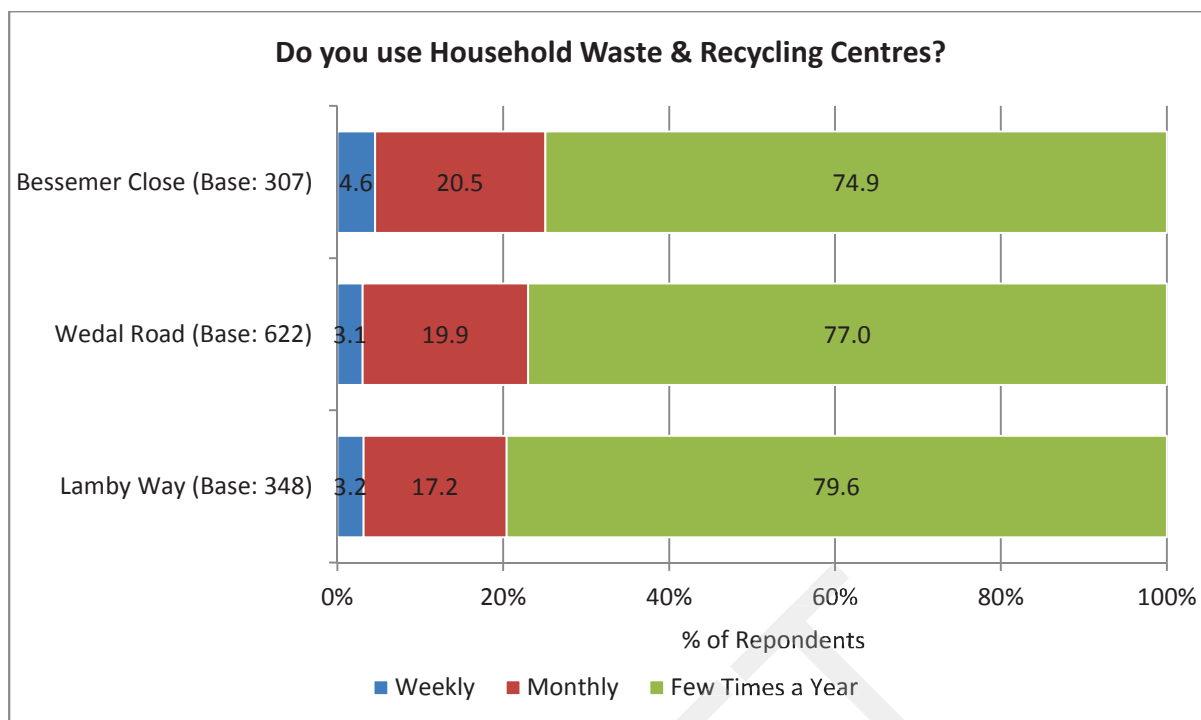
Of the 1,026 respondents who indicated they used one or more of the three sites at least a few times a year, three-fifths said that they used Wedal Road (60.6%), a third used Lamby Way (33.9%), and three-tenths used Bessemer Close (29.9%).

HWRC Site	No.	%
Wedal Road	622	60.6
Lamby Way	348	33.9
Bessemer Close	307	29.9
TOTAL RESPONDENTS	1,026	–

NB. Percentages do not sum to 100% because respondents could give more than one answer

Frequency of Use

A quarter (25.1%) of respondents that used Bessemer Close at least a few times a year stated that they used it weekly (4.6%) or monthly (20.5%). This figure was slightly lower (23.0%) for Wedal Road, and dropped to around a fifth (20.4%) for Lamby Way.



NB. Chart above excludes those respondents who stated they never used the site – Lamby Way (174 respondents never used the site), Wedal Road (116), Bessemer Close (183).

Q9. In order to reduce operating costs, the Council need to explore the reduction in opening hours. What days of the week are you most likely to visit and when?

Overall

Just over two-fifths of the respondents who said that they used the HWRCs are likely to visit them on each of the weekdays; ranging from 41.2% for Tuesday to 44.2% for both Monday and Friday. Evenings (5pm-6.40pm) is the most common time on each of these days, with around a fifth of respondents choosing this time on each of the weekdays, although the proportions do not differ greatly from those of the earlier two timeslots.

Usage rates nearly double at the weekend, with almost four-fifths indicating that they are likely to visit the HWRCs on a Saturday (79.2%) and a Sunday (76.3%). For both of these days the PM (12pm-4pm) timeslot is the most common with around three-fifths selecting this option: 61.2% for Saturday, 59.9% for Sunday. This is followed by the AM (7am-12pm) slot which approximately half of respondents selected: 50.4% for Saturday, 47.4% for Sunday. The least popular timeslot at weekends is the Evening (5pm-6.40pm): 28.5% for Saturday, 27.1% for Sunday.

Timeslot	No. Respondents	%
Monday:	440	44.2
AM (7am-12pm)	176	17.7
PM (12pm-4pm)	189	19.0
Evening (5pm-6.40pm)	198	19.9
Tuesday:	410	41.2
AM (7am-12pm)	150	15.1
PM (12pm-4pm)	170	17.1
Evening (5pm-6.40pm)	192	19.3
Wednesday:	419	42.1
AM (7am-12pm)	155	15.6
PM (12pm-4pm)	175	17.6
Evening (5pm-6.40pm)	201	20.2
Thursday:	420	42.2
AM (7am-12pm)	148	14.9
PM (12pm-4pm)	172	17.3
Evening (5pm-6.40pm)	205	20.6
Friday:	440	44.2
AM (7am-12pm)	155	15.6
PM (12pm-4pm)	193	19.4
Evening (5pm-6.40pm)	217	21.8
Saturday:	788	79.2
AM (7am-12pm)	501	50.4
PM (12pm-4pm)	609	61.2
Evening (5pm-6.40pm)	284	28.5
Sunday:	759	76.3
AM (7am-12pm)	472	47.4
PM (12pm-4pm)	596	59.9
Evening (5pm-6.40pm)	270	27.1
TOTAL RESPONDENTS	995	-

NB. Daily totals may not equal the sum of the three timeslots, as respondents could select more than one timeslot per day. Similarly, the totals for each of the seven days do not sum to the number of total respondents to the question.

Q10. Could the Council improve the site layout and signage to encourage you to recycle more?

Overall

Almost a third (31.5%) of respondents that use the HWRCs said that the site layout and signage could be improved to encourage them to recycle more, while 46.8% disagreed and 21.7% did not know.

Response	No.	%
Yes	317	31.5
No	471	46.8
Don't Know	219	21.7
TOTAL RESPONDENTS	1,017	100.0

If Yes:

Overall

The site respondents were most likely to say needed improvement in this way was Wedal Road (61.8%). This was well above the equivalent proportions for Lamby Way (31.5%) and Bessemer Close (25.5%). However, these figures could be influenced by the number of people that use each site, with Wedal Way around twice as likely to be visited than the other two locations (see responses to Q8 on p21).

HWRC Site	No.	%
Wedal Road	194	61.8
Lamby Way	99	31.5
Bessemer Close	80	25.5
TOTAL RESPONDENTS	314	-

NB. Percentages do not sum to 100% because respondents could give more than one answer

Q11. Would you like to be able to recycle more items when you visit your local HWRC?

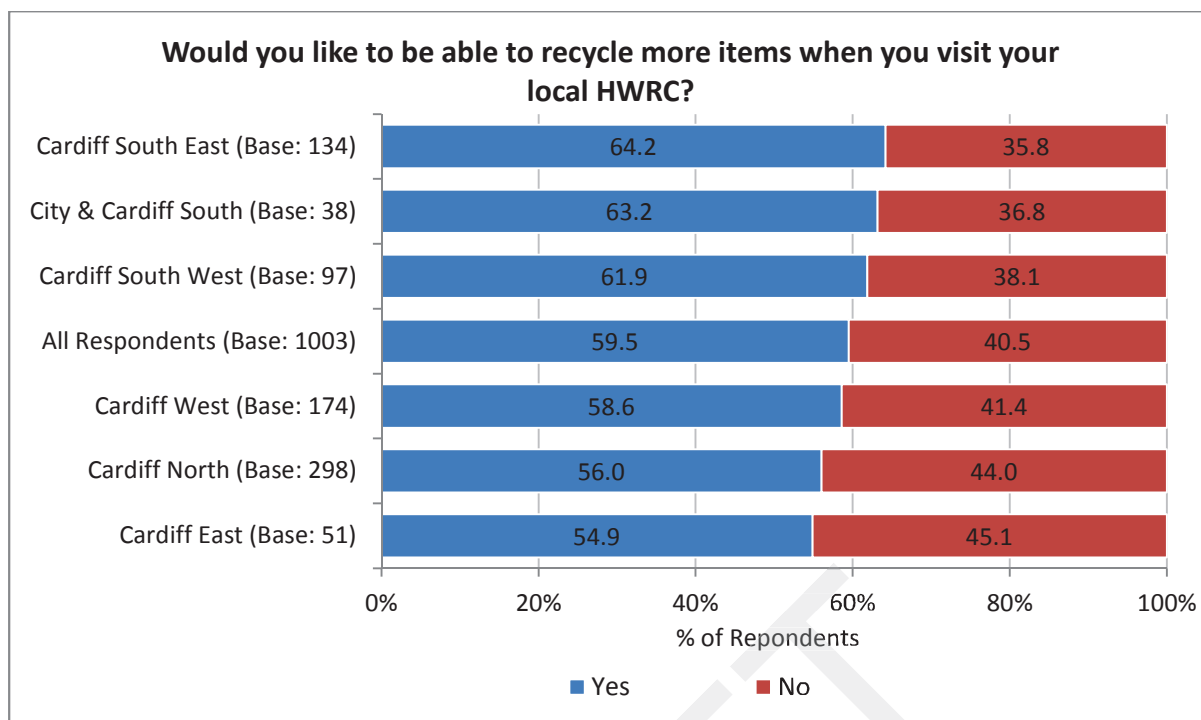
Overall

Three-fifths (59.5%) of respondents that use the HWRCs would like to be able to recycle more items at their local site.

Response	No.	%
Yes	597	59.5
No	406	40.5
TOTAL RESPONDENTS	1,003	100.0

Neighbourhood Partnership Area

Respondents from Cardiff South East (64.2%) would most like to be able to recycle more items at their local HWRC. This compared with a low of 54.9% in Cardiff East.



If 'Yes', which items?

Overall

Just over half of respondents that use HWRCs like to be able to recycle carpets (53.0%), compared to 49.4% for mattresses and 47.0% for toys. More than half would also like to recycle other items (53.5%).

Item	No.	%
Carpets	286	53.0
Mattresses	267	49.4
Toys	254	47.0
Other	289	53.5
TOTAL RESPONDENTS	540	–

NB. Percentages do not sum to 100% because respondents could give more than one answer

Q12. Do you think Cardiff HWRC facilities should be for Cardiff residents only?

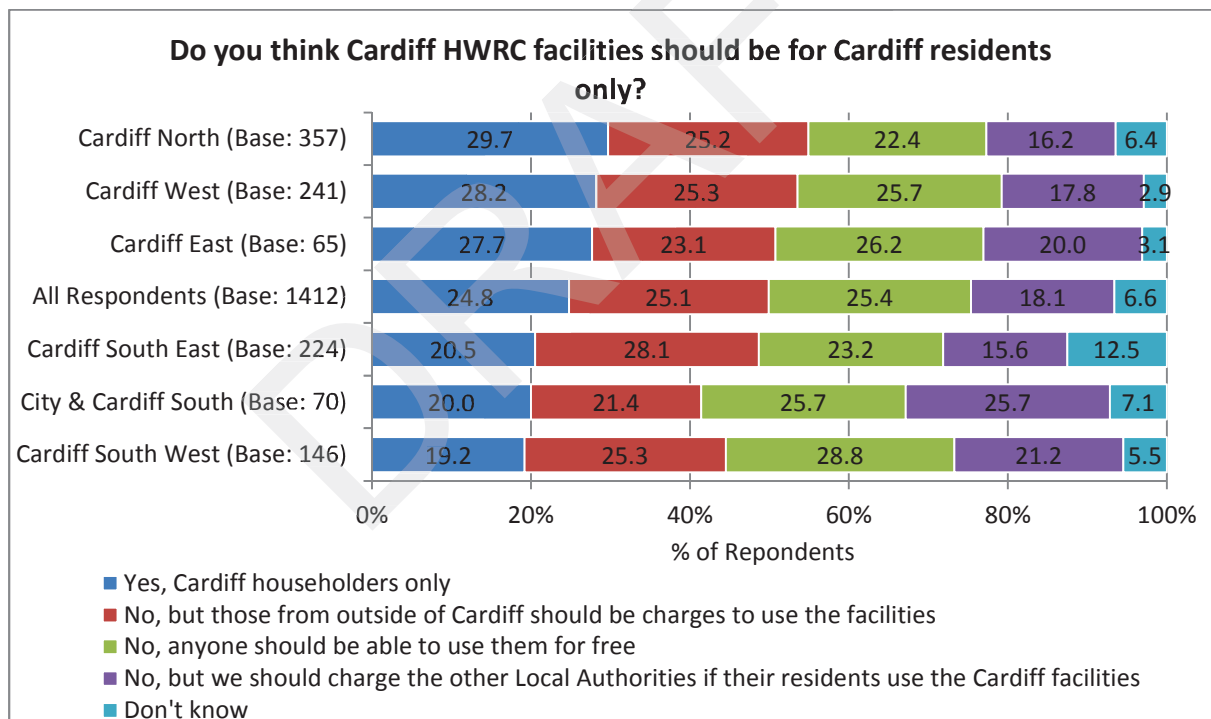
Overall

A quarter of respondents felt that Cardiff HWRC facilities should be for Cardiff householders only (24.8%), while similar proportions thought that anyone should be able to use them (25.4%) or that those from outside the city should be charged to use them (25.1%). Less than a fifth would like other local authorities to be charged if their residents use the facilities (18.1%).

HWRC Use Response	No.	%
No, anyone should be able to use them for free	359	25.4
No, but those from outside of Cardiff should be charged to use the facilities	355	25.1
Yes, Cardiff householders only	350	24.8
No, but we should charge the other Local Authorities if their residents use the Cardiff facilities	255	18.1
Don't know	93	6.6
TOTAL RESPONDENTS	1,412	100.0

Neighbourhood Partnership Area

Cardiff North respondents were most likely to think that the HWRCs should be for Cardiff householders only (29.7%). Cardiff South East respondents were most in favour of charging those from outside the city to use them (28.1%). Cardiff South West had the highest proportion that felt they should be free for anyone to use (28.8%). Respondents from City & Cardiff South were most likely to want to charge other local authorities for their residents using the facilities (25.7%).



Q13. I'd like more help to understand what can be recycled and where to put things at the HWRCs?

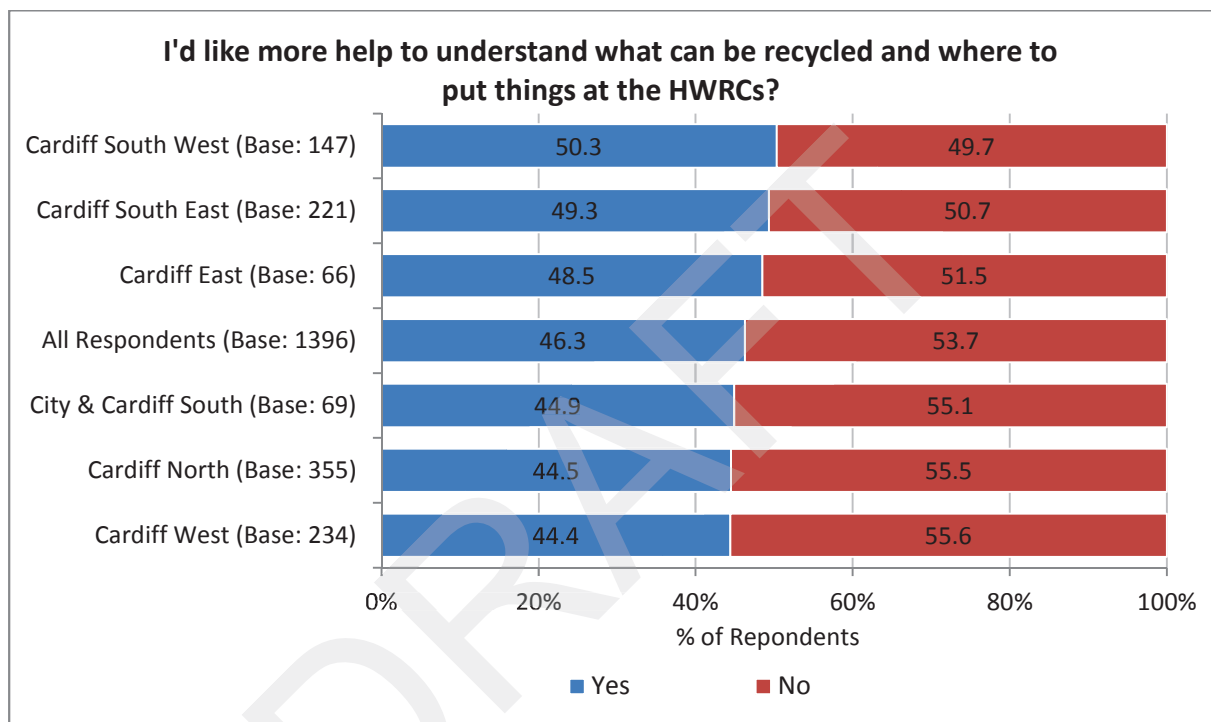
Overall

Almost half (46.3%) of respondents would like more help to understand what can be recycled and where to put things at HWRCs.

Response	No.	%
Yes	646	46.3
No	750	53.7
TOTAL RESPONDENTS	1,396	100.0

Neighbourhood Partnership Area

Respondents from Cardiff South West (50.3%) were most likely to want more help, compared to 44.4% for Cardiff West.



Q14. Cardiff Council are looking to have a reuse shop on a HWRC site. If there was a reuse shop would you use it or donate items?

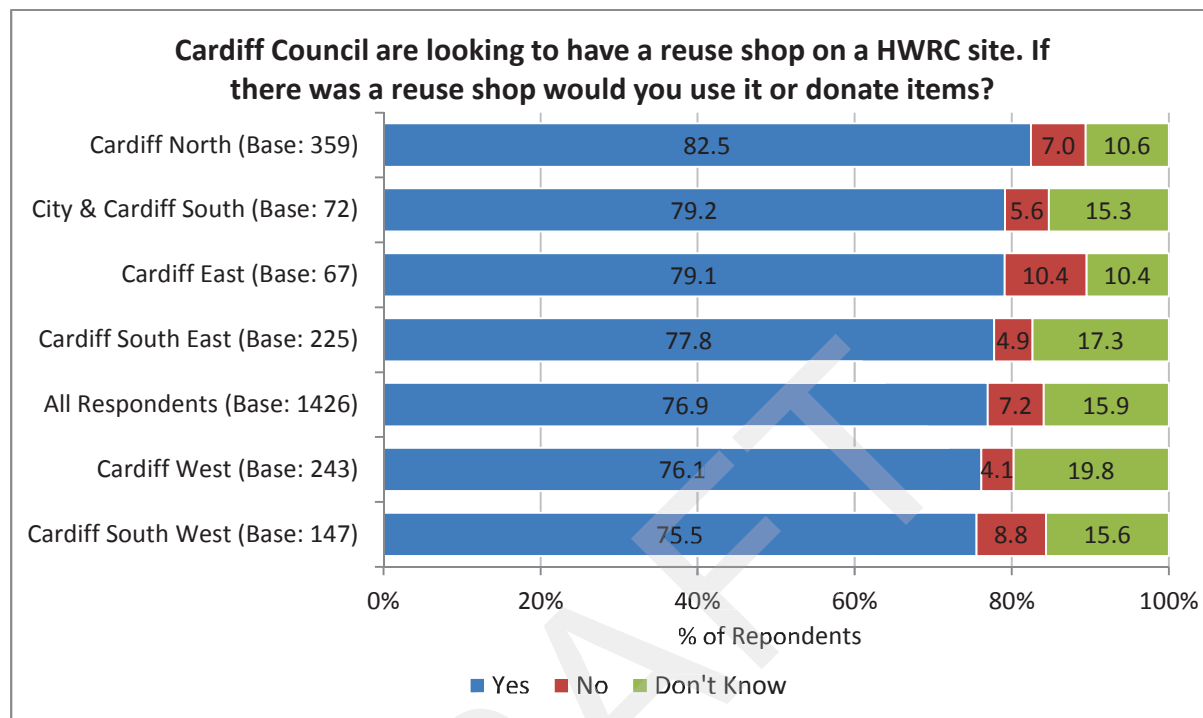
Overall

More than three-quarters (76.9%) of respondents would use a reuse shop on a HWRC site or donate items.

Response	No.	%
Yes	1,097	76.9
No	102	7.2
Don't Know	227	15.9
TOTAL RESPONDENTS	1,426	100.0

Neighbourhood Partnership Area

Over three-quarters of respondents from each of the NPAs said they would use or donate to a reuse shop on a HWRC site, with this figure reaching 82.5% in Cardiff North. Cardiff East residents were most likely to say they would not use it (10.4%).



BRING SITES

Q15. Do you use local bring site/bottle banks?

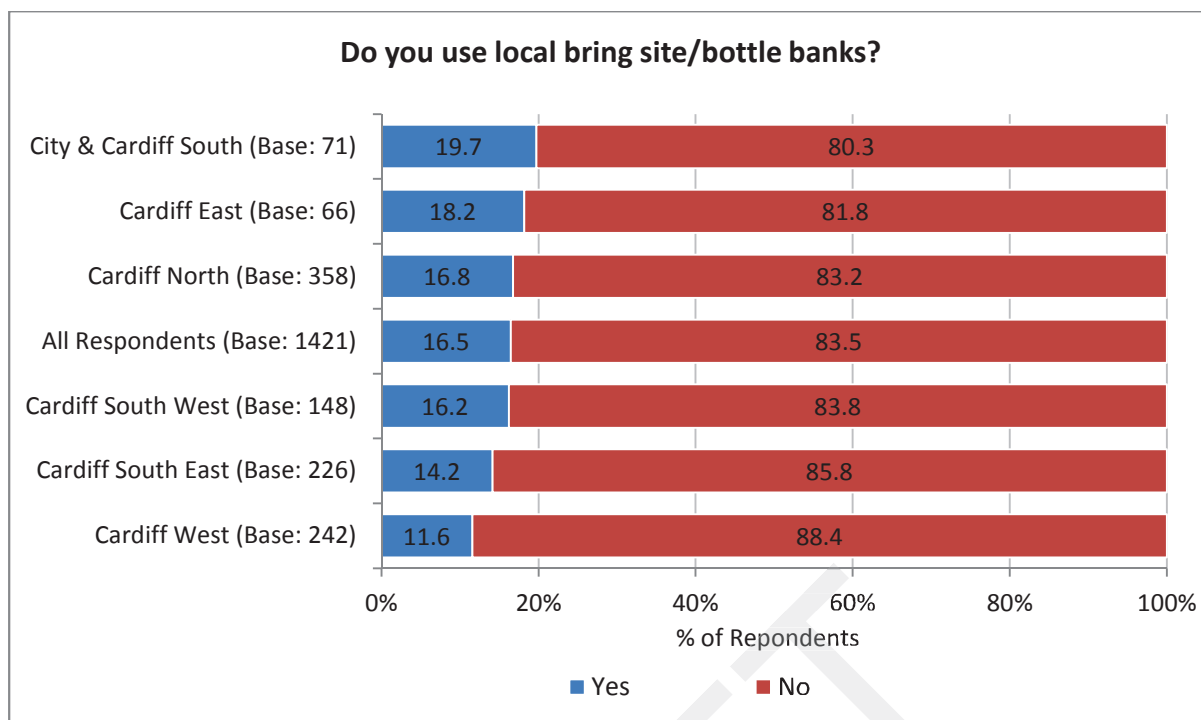
Overall

Only around a sixth (16.5%) of those completing the questionnaire indicated that they use local bring site/bottle banks.

Response	No.	%
Yes	234	16.5
No	1,187	83.5
TOTAL RESPONDENTS	1,421	100.0

Neighbourhood Partnership Area

Less than a fifth of respondents in each of the NPAs use a bring site/bottle bank, with this proportion ranging from 11.6% in Cardiff West to 19.7% in City & Cardiff South.



Q16. Do you think there should be more bring sites or bottle banks across Cardiff?

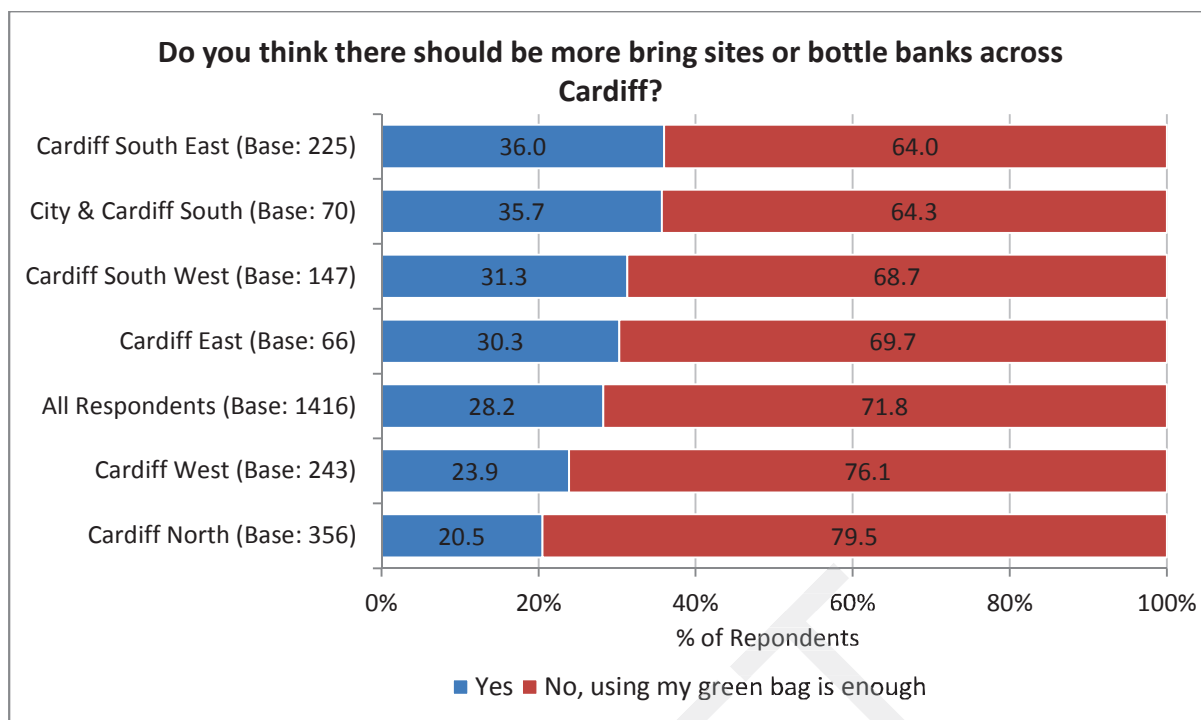
Overall

Less than three-tenths (28.2%) of respondents felt that there should be more bring sites or bottle banks across Cardiff.

Response	No.	%
Yes	400	28.2
No, using my green bag is enough	1,016	71.8
TOTAL RESPONDENTS	1,416	100.0

Neighbourhood Partnership Area

Cardiff South East residents (36.0%) were most likely to want more bring sites/bottle banks across the city, compared with just 20.5% in Cardiff North.



WASTE RESTRICTIONS

Q17. If the green waste collections stopped in the winter months, would you consider paying for the 'opt in' service during the winter months (end of October until end of March)?

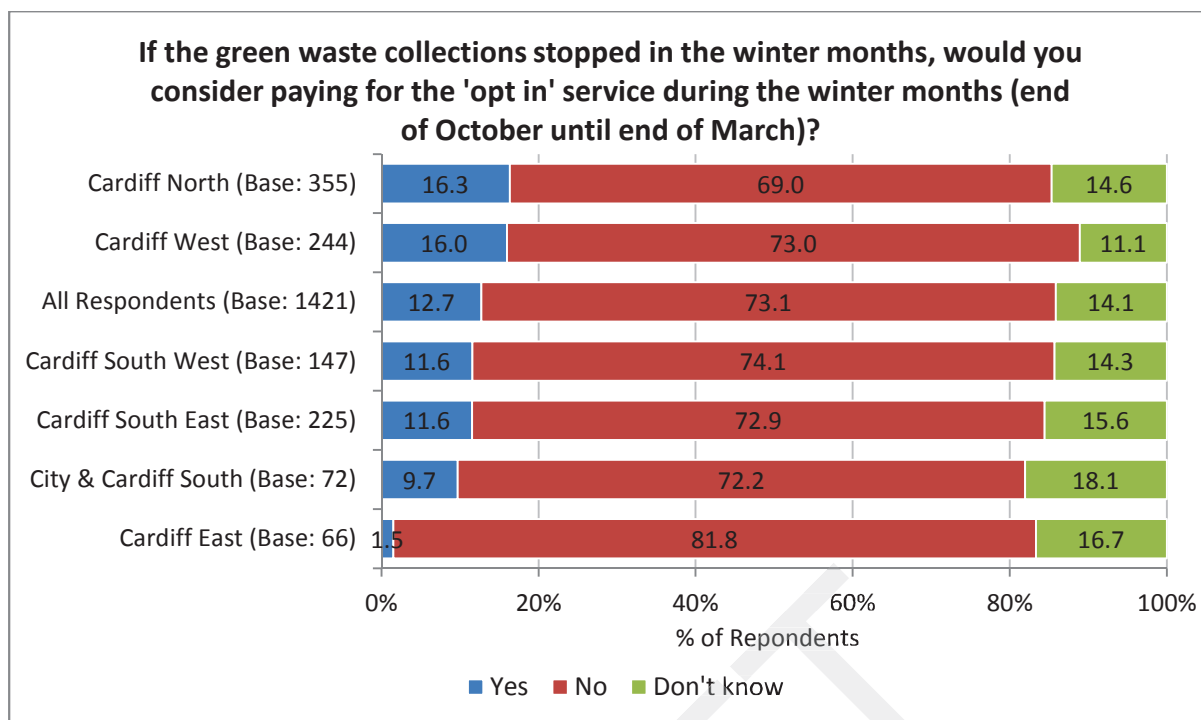
Overall

Only 12.7% would consider paying for the 'opt in' service for green waste collections, while around three-quarters (73.1) would not pay and 14.1% did not know.

Response	No.	%
Yes	181	12.7
No	1,039	73.1
Don't Know	201	14.1
TOTAL RESPONDENTS	1,421	100.0

Neighbourhood Partnership Area

Only 1.5% of respondents from Cardiff East would consider paying for the service, rising to 16.3% for Cardiff North.



HESSIAN SACKS IN TRI-BAG AREAS

Q18. Which is your preferred option for the collection of garden waste?

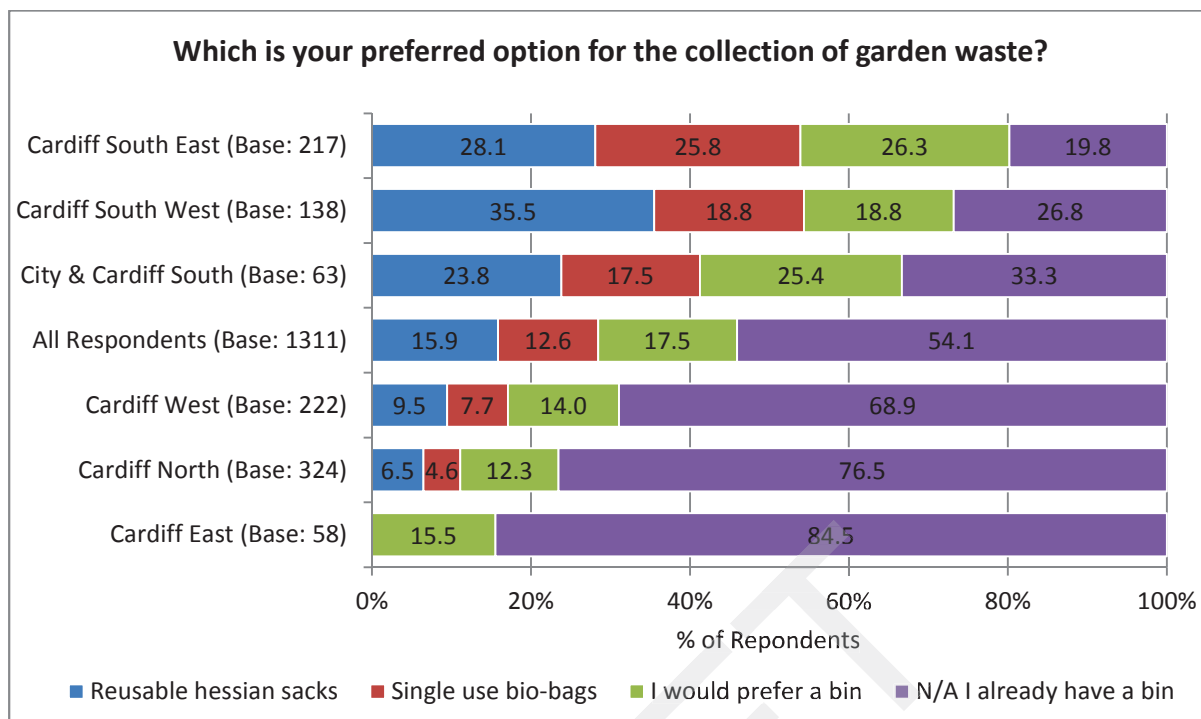
Overall

When asked to indicate their preferred option for the collection of garden waste, more than half stated that it was not applicable as they already had a bin (54.1%). Of the other three options, a bin (17.5%) was the popular choice, followed by reusable hessian sacks (15.9%) and single use bio-bags (12.6%).

Preferred Option	No.	%
N/A I already have a bin	709	54.1
I would prefer a bin	229	17.5
Reusable hessian sacks	208	15.9
Single use bio-bags	165	12.6
TOTAL RESPONDENTS	1,311	100.0

Neighbourhood Partnership Area

The proportion of residents that already had a garden waste bin varied greatly across the NPAs, ranging from just 19.8% in Cardiff South East to 84.5% in Cardiff East. Reusable hessian bags were most likely to be the preference by residents of Cardiff South West (35.5%), whereas no one in Cardiff East chose this option. Meanwhile, single use bio-bags and bins were most likely to be selected by those living in Cardiff South East: 25.8% and 26.3% of respondents respectively.



HOUSEHOLD KERBSIDE COLLECTIONS

Q19. If the council has to reduce the amount of general wastes they collect from me, I would prefer:

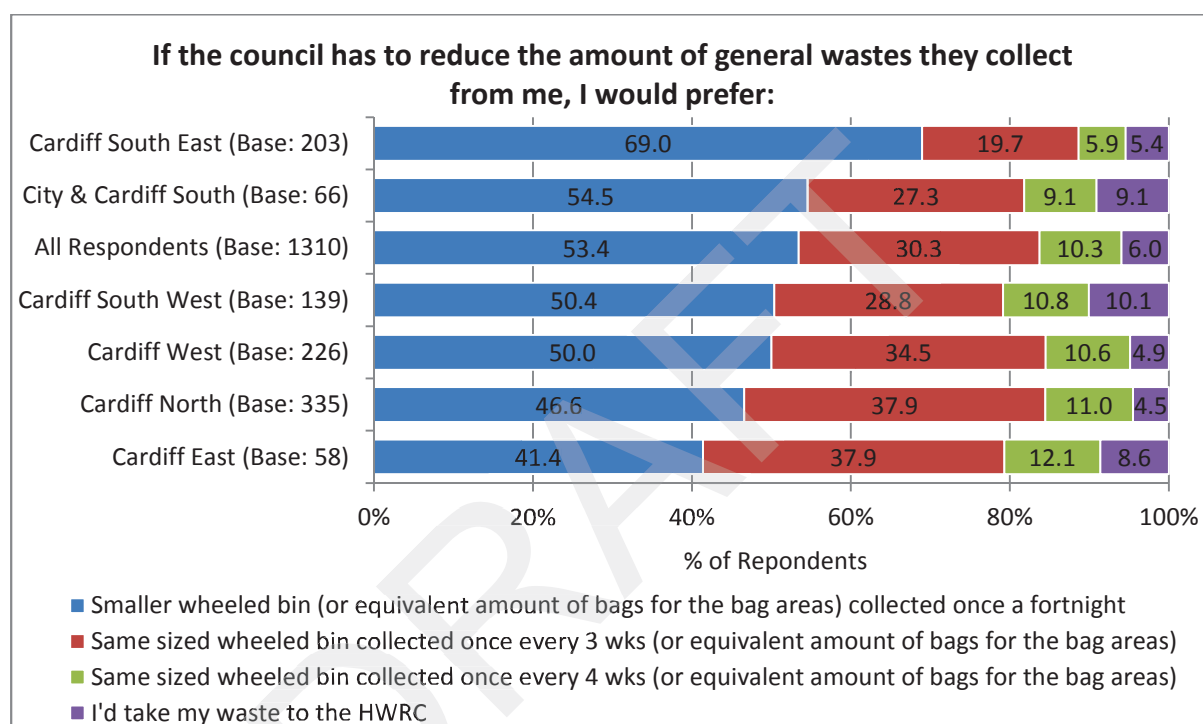
Overall

More than half of respondents (53.4%) stated that they would prefer a smaller wheeled bin (or equivalent amount of bags for bag areas) to be collected fortnightly if the council has to reduce the amount of general wastes collected. Three-tenths (30.3%) opted for the same sized bin/number of bags collected every three weeks, while a tenth (10.3%) chose the same sized bin/number of bags collected every four weeks. Just 6.0% would take their waste to the HWRC.

Preference	No.	%
A smaller wheeled bin (or equivalent amount of bags for the bag areas) collected once a fortnight	700	53.4
The same sized wheeled bin collected once every three weeks (or equivalent amount of bags for the bag areas)	397	30.3
The same sized wheeled bin collected once every four weeks (or equivalent amount of bags for the bag areas)	135	10.3
I'd take my waste to the HWRC	78	6.0
TOTAL RESPONDENTS	1,310	100.0

Neighbourhood Partnership Area

A smaller wheeled bin (or the equivalent amount of bags) was the option most selected in each of the NPAs, although this proportion ranged from 41.4% in Cardiff East to 69.0% in Cardiff South East. The percentage preferring the same sized wheeled bin/number of bags collected every three weeks varied from 19.7% in Cardiff South East to 37.9% in both Cardiff North and Cardiff East. Cardiff East (12.1%) was also the NPA most likely to prefer the same sized wheeled bin/number of bags collected every four weeks. Respondents from Cardiff South West (10.1%) were most likely to take their waste to the HWRC.



Q20. Do you currently use the hygienic waste service to dispose of nappies?

Overall

Only 1.6% said that they currently use the hygienic waste service to dispose of nappies.

Response	No.	%
Yes	22	1.6
No	1,371	98.4
TOTAL RESPONDENTS	1,393	100.0

Q21. Do you think the Hygiene service for nappy and incontinence waste should be collected:

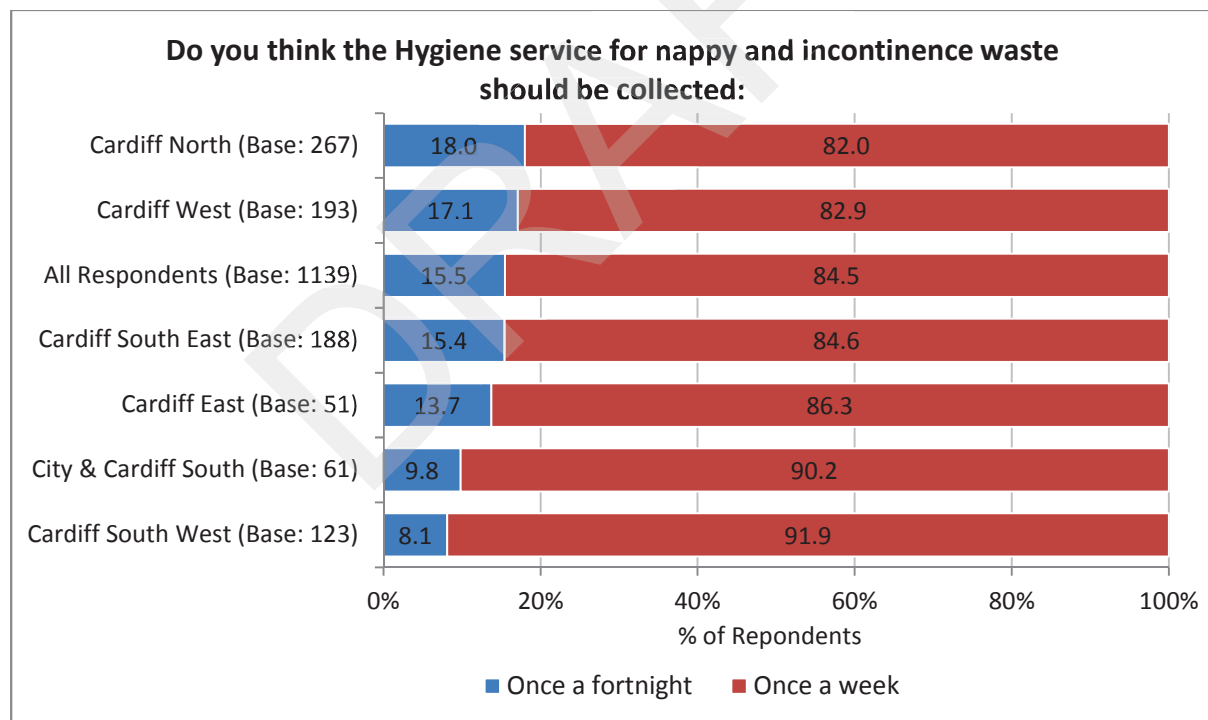
Overall

In terms of the frequency of hygiene waste collections, more than four-fifths (84.5%) believe that it should be collected weekly, compared with 15.5% that feel it should be collected fortnightly.

Frequency of Collection	No.	%
Once a fortnight	176	15.5
Once a week	963	84.5
TOTAL RESPONDENTS	1,139	100.0

Neighbourhood Partnership Area

Over four-fifths of respondents in each of the NPAs thought that the hygiene waste collections should be weekly and not fortnightly; ranging from 82.0% in Cardiff North to 91.9% in Cardiff South West.



Q22. The collection frequency for recycling (cans, glass, plastics, card & paper) should be:

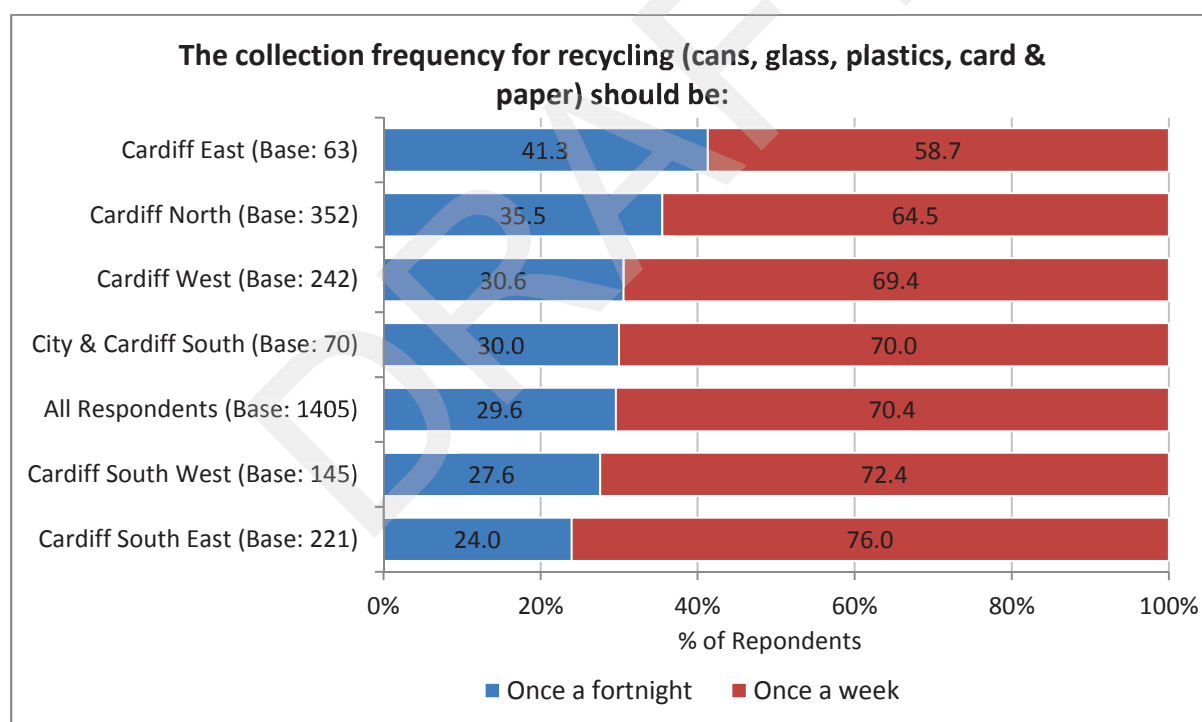
Overall

Seven-tenths (70.4%) of respondents thought that recycling should be collected weekly, while three-tenths (29.6%) chose fortnightly.

Frequency of Collection	No.	%
Once a fortnight	416	29.6
Once a week	989	70.4
TOTAL RESPONDENTS	1,405	100.0

Neighbourhood Partnership Area

Weekly recycling collections were the preferred option in each of the NPAs, although the proportion selecting this option ranged from 58.7% in Cardiff East to 76.0% in Cardiff South East.



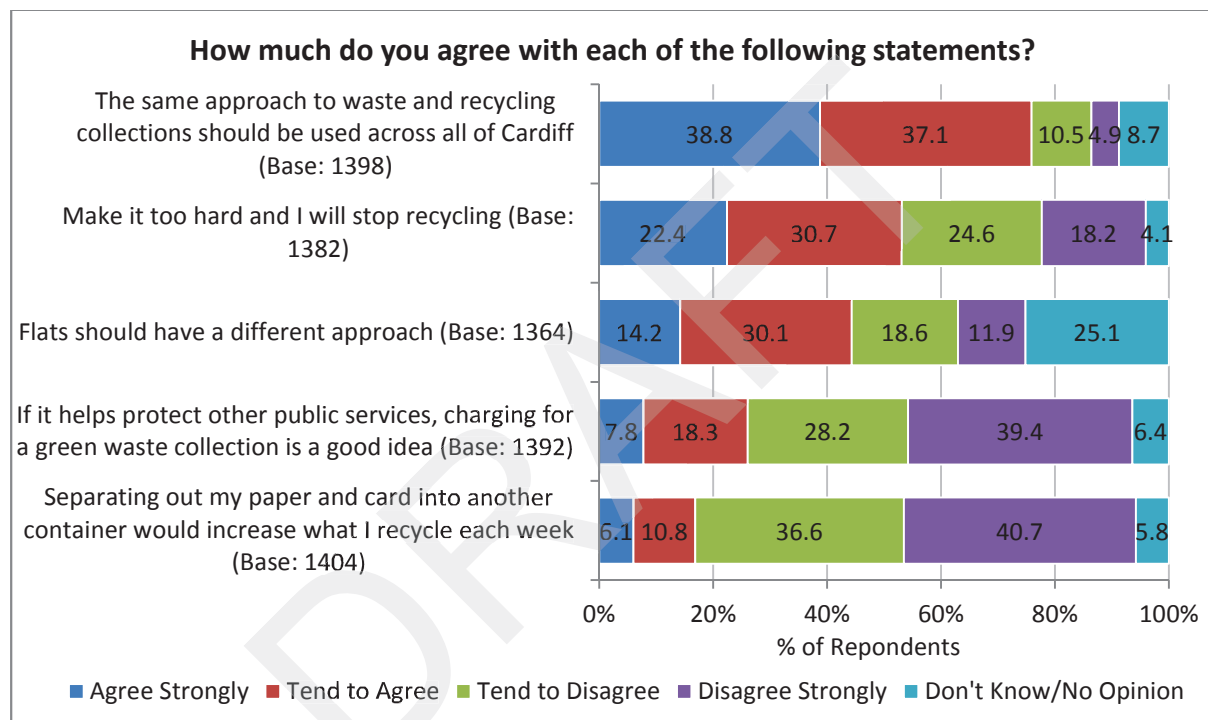
Q23. How much do you agree with each of the following statements?

Overall

Over three-quarters (75.9%) of respondents agreed that the same approach to waste and recycling should be used across all of Cardiff, including 38.8% that strongly agreed. The only other statement to be supported by more than half of the

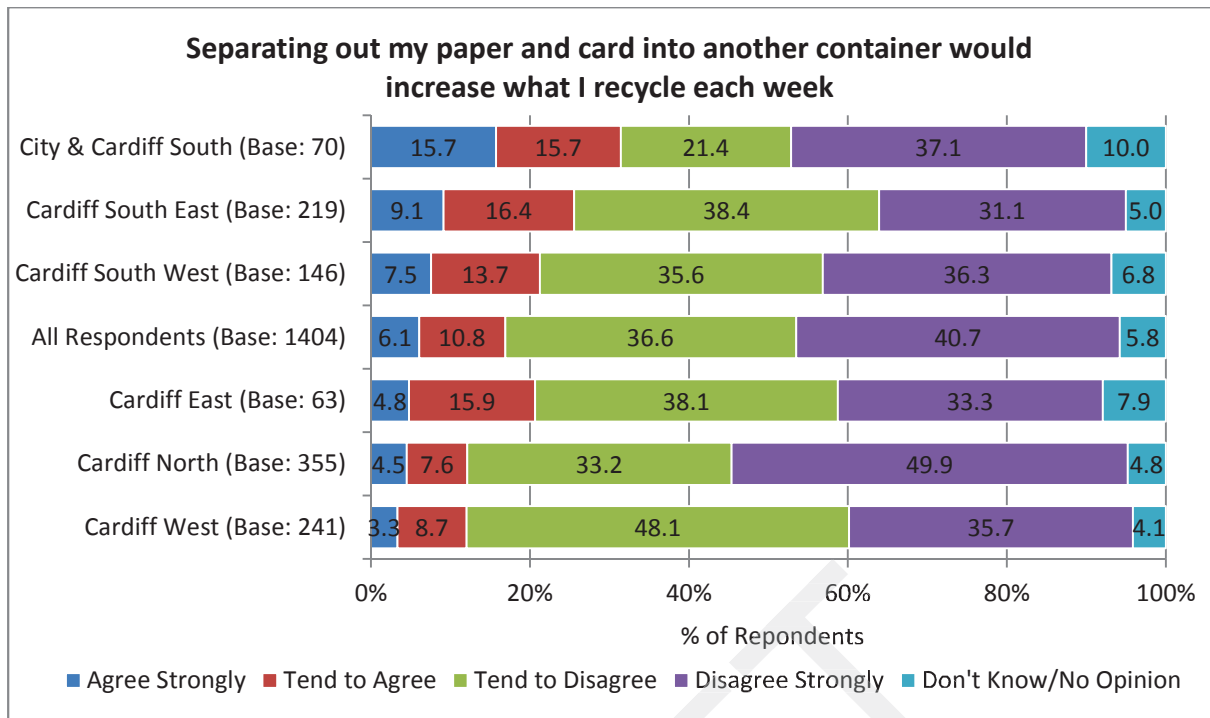
respondents was that they would stop recycling if it was made too hard: 53.1%, including 22.4% that strongly agree. Meanwhile, more than two-fifths (44.4%) agreed that flats should have a different approach, although a quarter did not know or had no opinion (25.1%).

Around two-thirds (67.5%) disagreed that charging for a green waste collection is a good idea if it helps to protect other public services, with two-fifths (39.4%) strongly disagreeing. Similarly, more than three-quarters (77.4%) did not agree that separating out their paper and card into another container would increase their weekly recycling, including two-fifths (40.7%) that strongly disagreed with the statement.

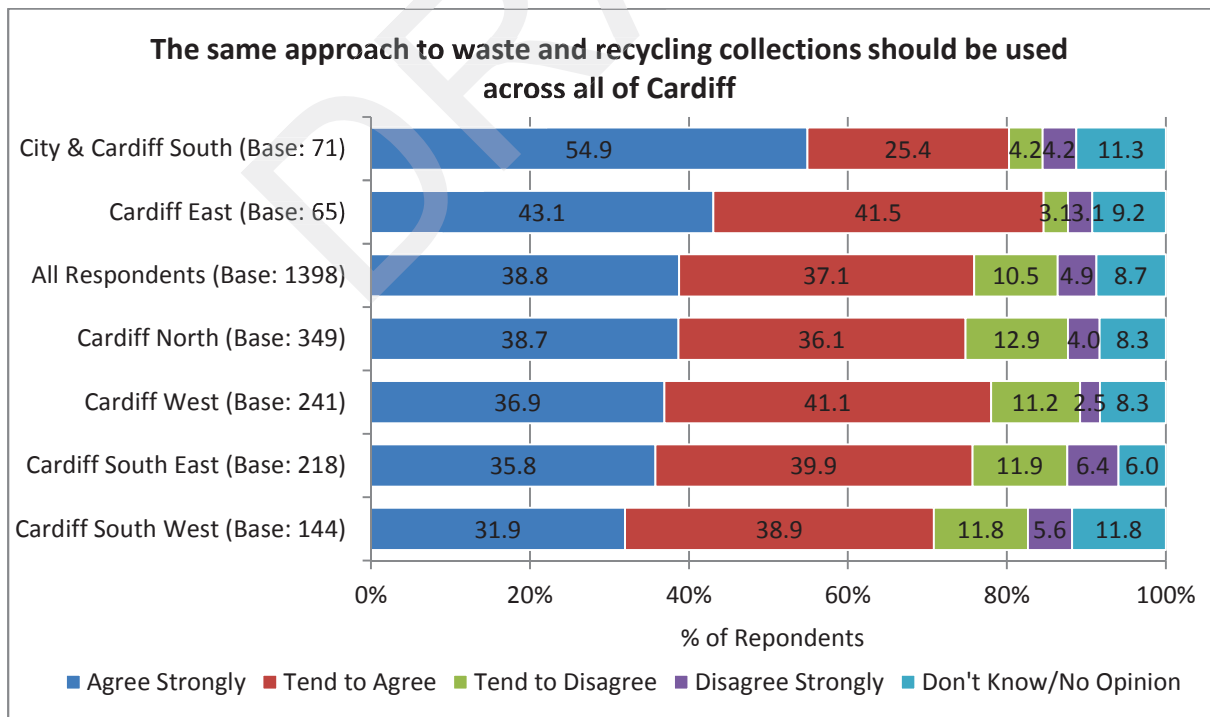


Neighbourhood Partnership Area

More than half of respondents from each of the NPAs disagreed that separating out their paper and card into another container would increase their weekly recycling, with disagreement highest in Cardiff West (83.8%) and Cardiff North (83.1%). In the latter this included 49.9% that strongly disagreed. In contrast, those from City & Cardiff South (31.4%) were most likely to agree.

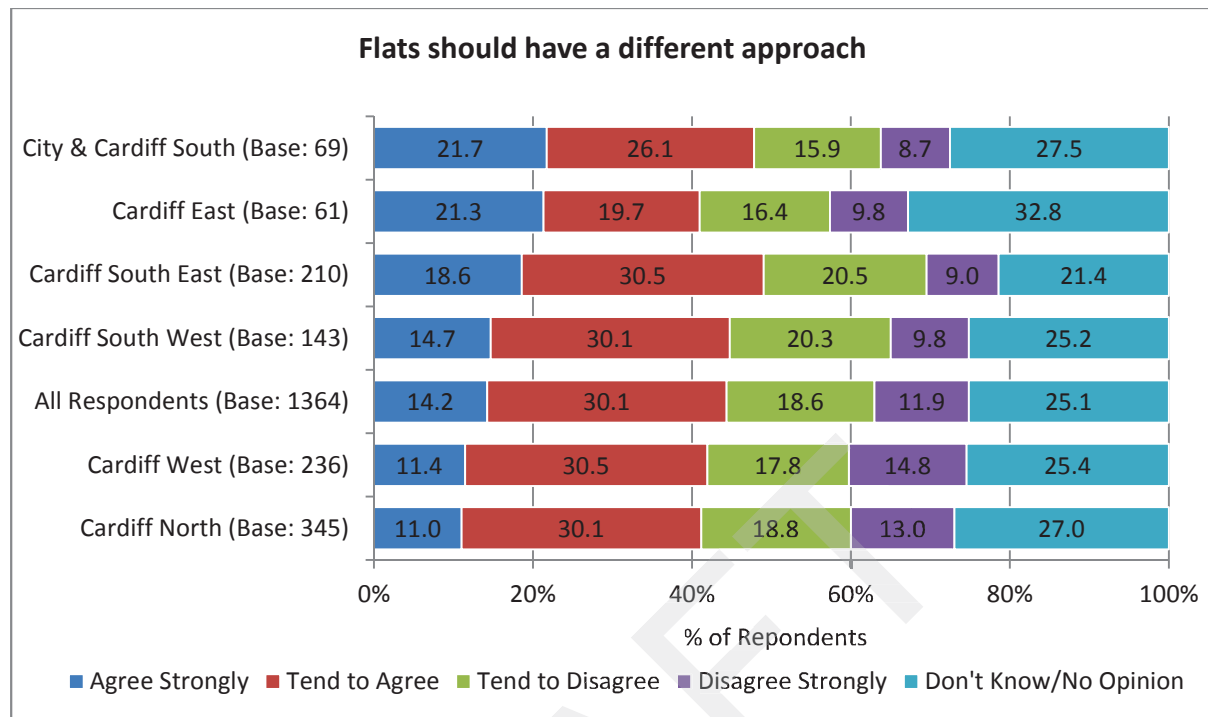


At least seven-tenths of respondents in each of the NPAs agreed that the same approach to waste and recycling should be used across all of Cardiff. This agreement was most prevalent in Cardiff East (84.6%), although City & Cardiff South had the largest proportion that strongly agreed (54.9%).

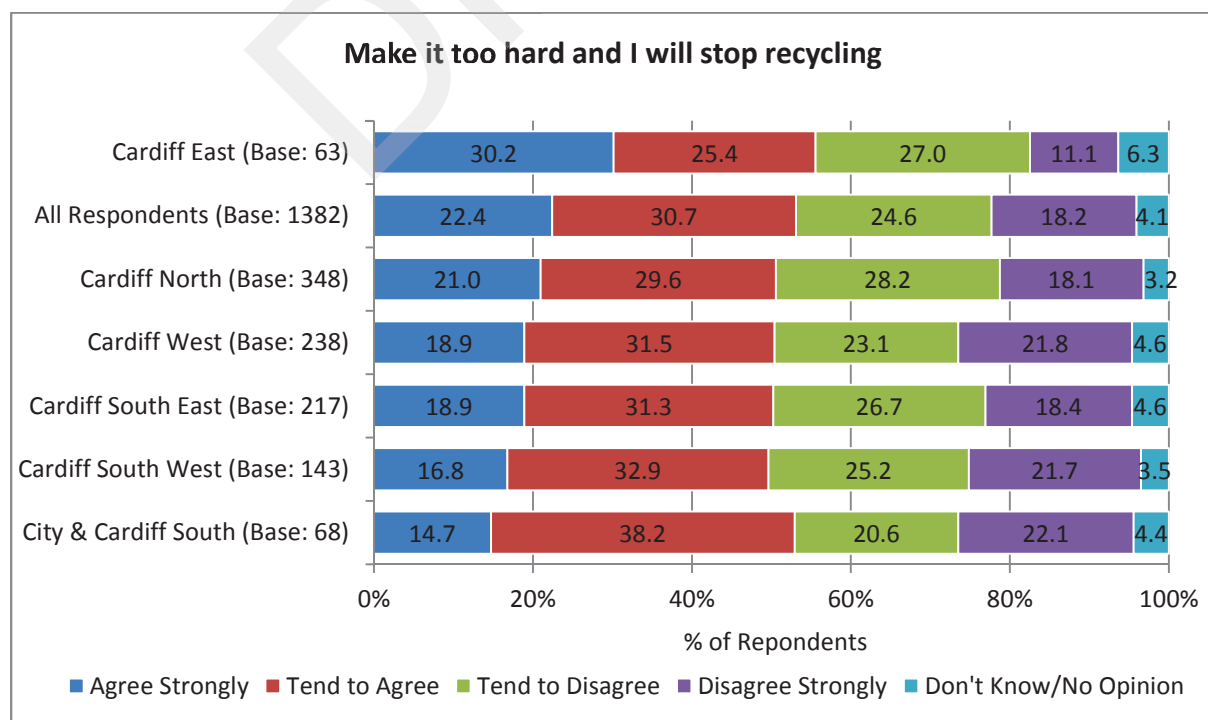


When asked whether flats should have a different approach, less than half of respondents from each NPA agreed to some extent, with Cardiff South East (49.0%)

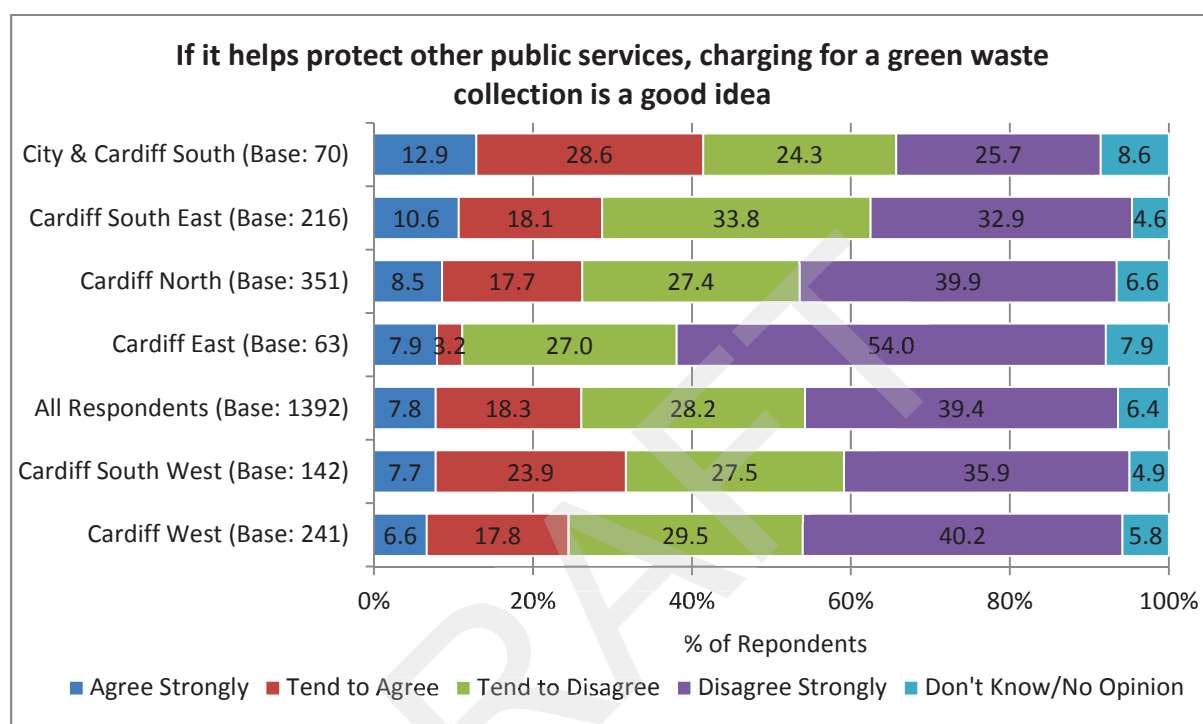
most likely to concur. However, at least a fifth in each area said that they did not know or had no opinion, with this figure reaching 32.8% in Cardiff East.



Around half of respondents from each NPA said they would stop recycling if it was made too hard, with residents of Cardiff East (30.2%) most likely to strongly agree. In contrast, more than a fifth in City & Cardiff South (22.1%), Cardiff West (21.8%) and Cardiff South West (21.7%) strongly disagreed with the statement.



The proportion of respondents who agreed that charging for a green waste collection is a good idea if it helps protect other public services ranged from a ninth in Cardiff East (11.1%) to around two-fifths in City & Cardiff South (41.4%). In contrast, at least half disagreed, and more than a quarter strongly disagreed, with the statement in each NPA. The percentage that strongly disagreed was highest in Cardiff East (54.0%), with more than half selecting this option.



Q24. Which of the following would you prefer to use for your recycling?

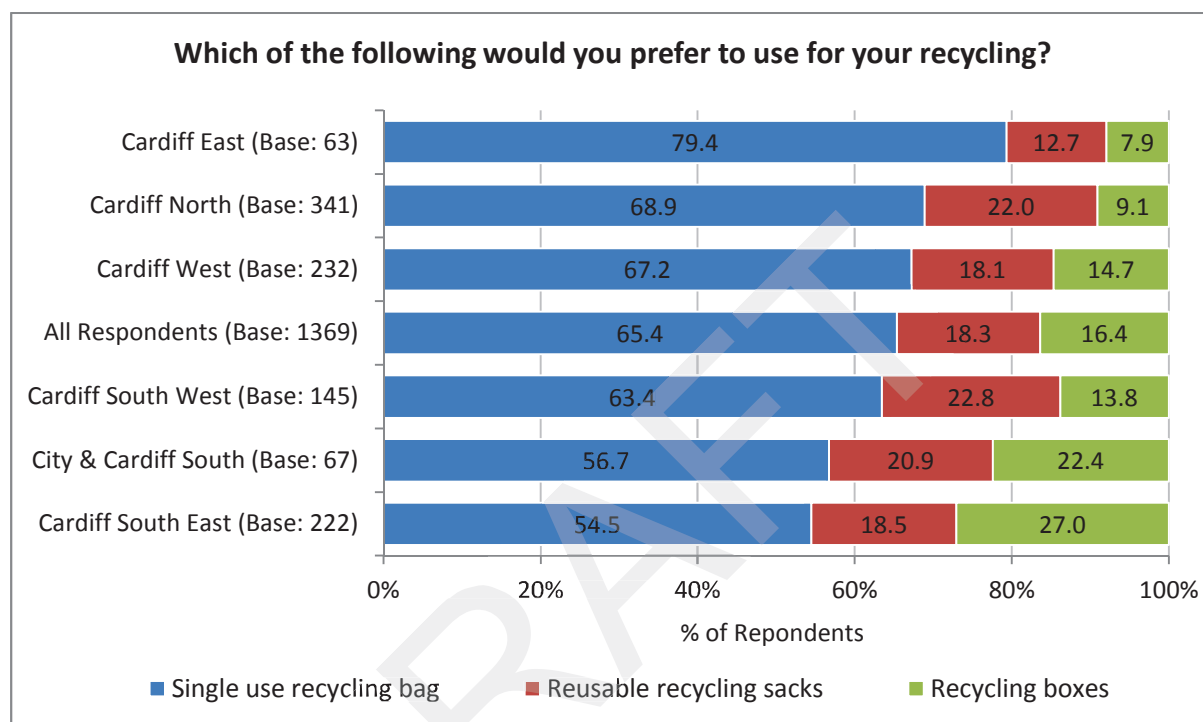
Overall

A single use recycling bag was the preferred choice for almost two-thirds (65.4%) of respondents; more than three times as popular as reusable sacks (18.3%) and around four times the figure for recycling boxes (16.4%).

Recycling Preference	No.	%
Single use recycling bag	895	65.4
Reusable recycling sacks	250	18.3
Recycling boxes	224	16.4
TOTAL RESPONDENTS	1,369	100.0

Neighbourhood Partnership Area

Single use bags was also the preferred option in each NPA; ranging from 54.5% in Cardiff South East to 79.4% in Cardiff East. Reusable sacks were most likely to be selected in Cardiff South West (22.8%) while recycling boxes were most popular in Cardiff South East (27.0%). Cardiff South East and City & Cardiff South were the only two NPAs where recycling boxes were more popular than reusable recycling sacks.



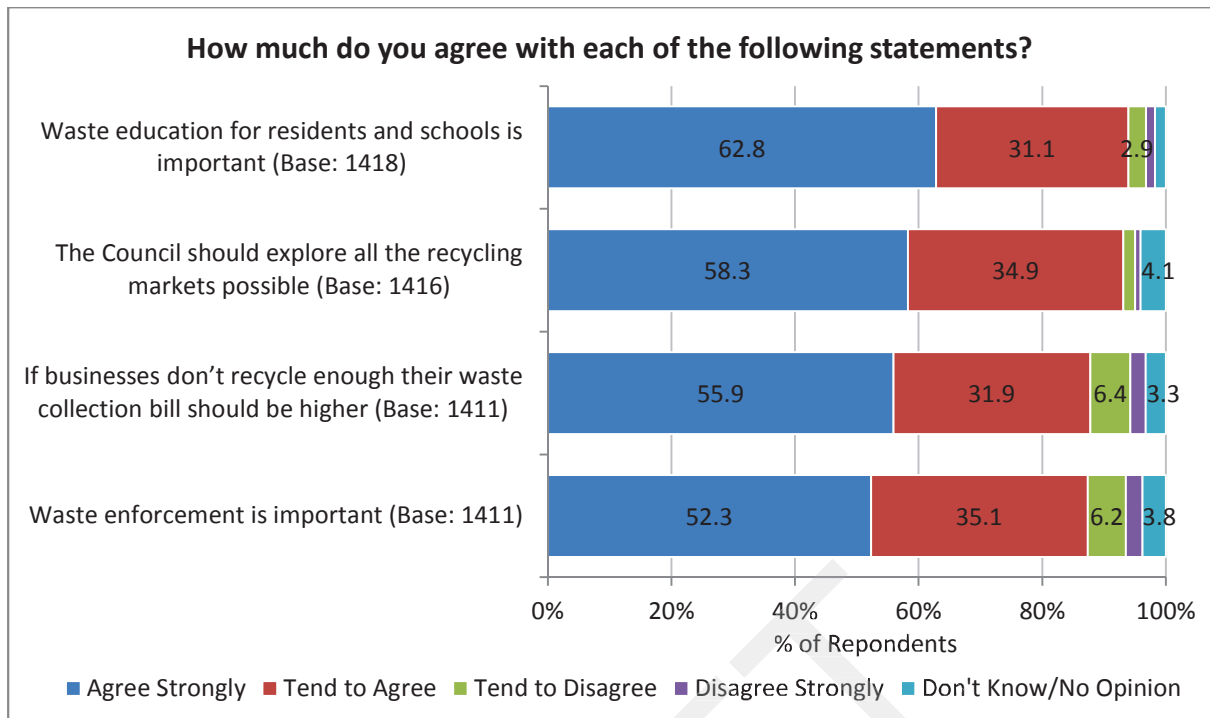
OTHER AREAS FOR RECYCLING

Q25. How much do you agree with the following statements?

Overall

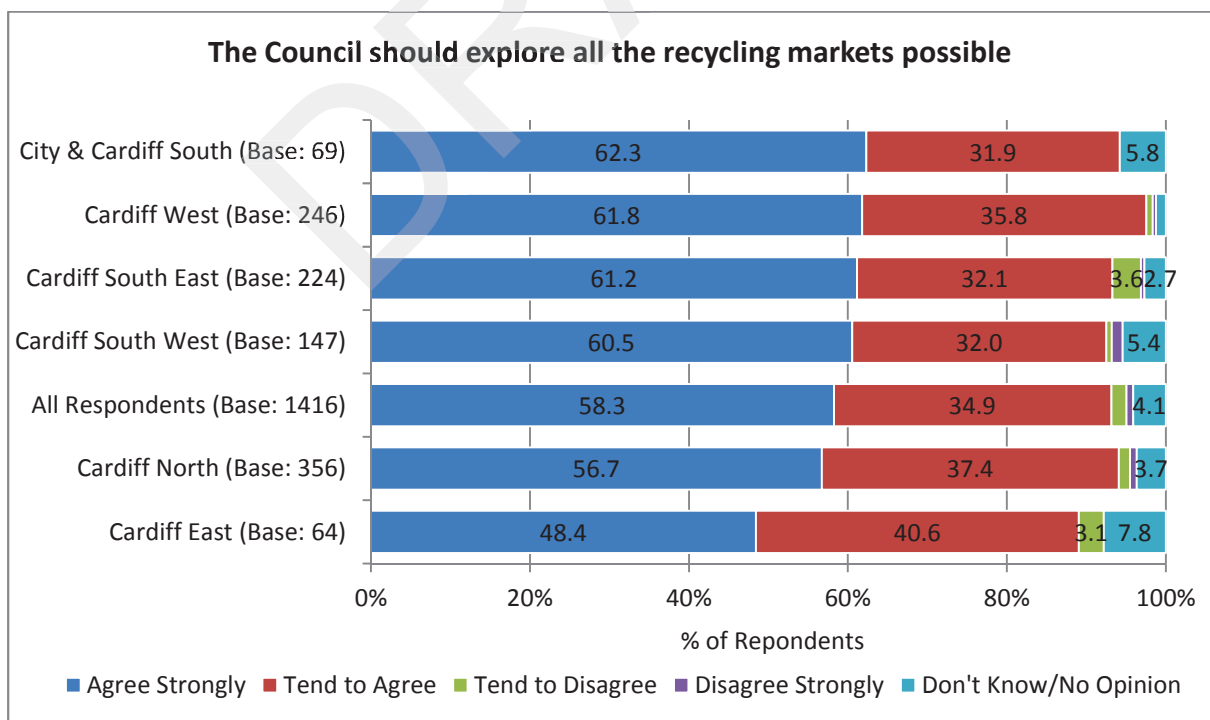
More than four-fifths of respondents concurred with each of the statements, while over half strongly agreed. However, support (93.9%) was greatest with regards to waste education being important for residents and schools, including 62.8% that strongly agreed. More than nine-tenths (93.1%) also agreed that the Council should explore all the recycling markets possible with 58.3% strongly agreeing.

If businesses don't recycle enough their waste collection bill should be higher was agreed with by 87.8%, including 55.9% that strongly agreed. Similarly, 87.4% thought that waste enforcement is important, with 52.3% strongly agreeing.



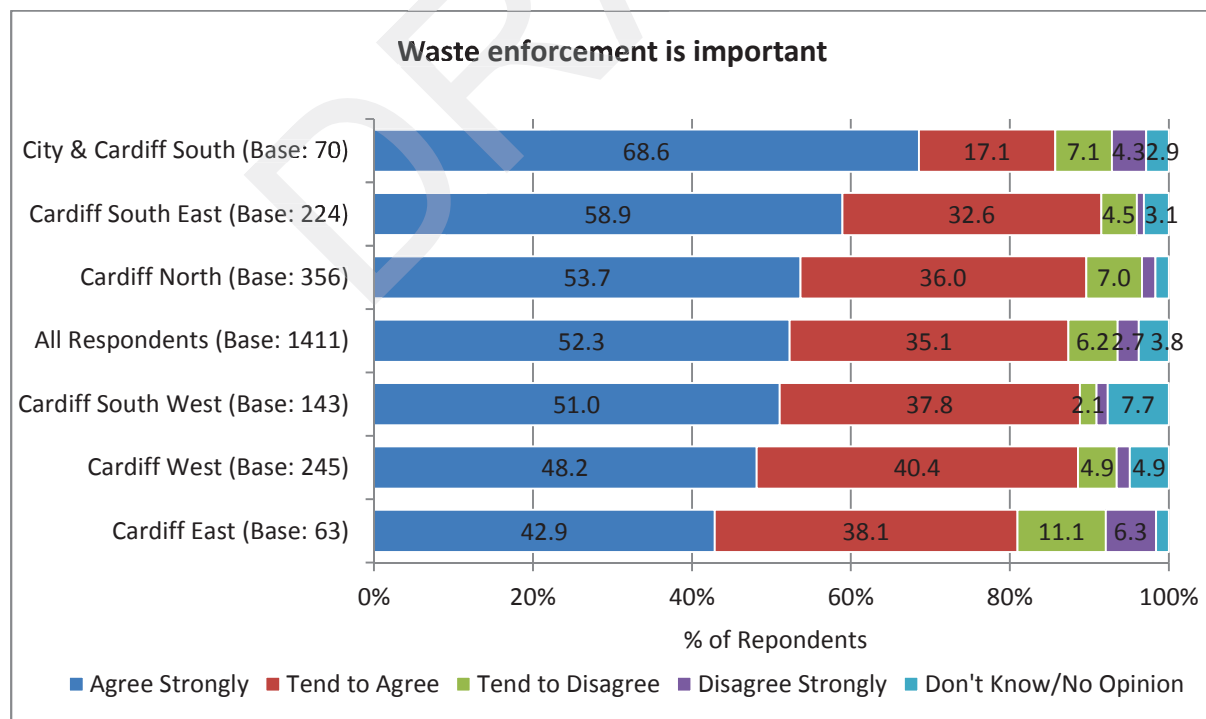
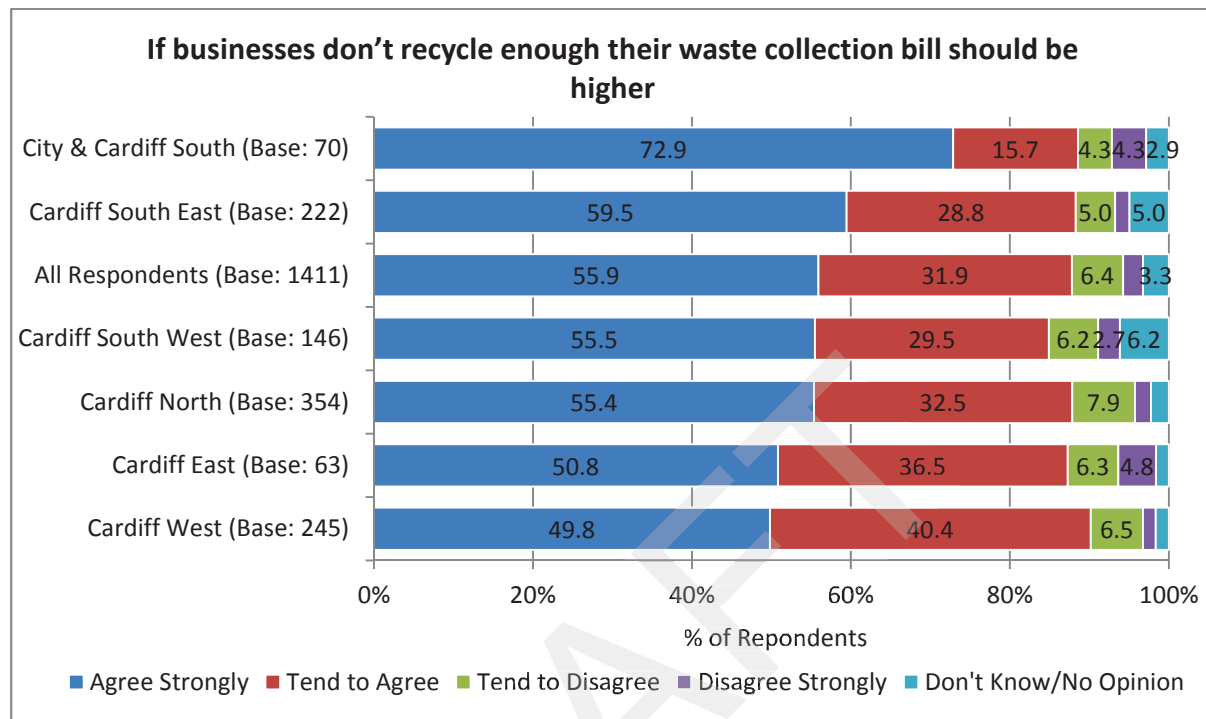
Neighbourhood Partnership Area

The proportion of respondents that agreed with the idea that the Council should explore all the recycling markets possible ranged from 89.1% in Cardiff East to 97.6% in Cardiff West. None of the respondents from City & Cardiff South disagreed.



Agreement levels were again high across the NPAs with regards to businesses facing a higher waste collection bill if they do not recycle enough, ranging from

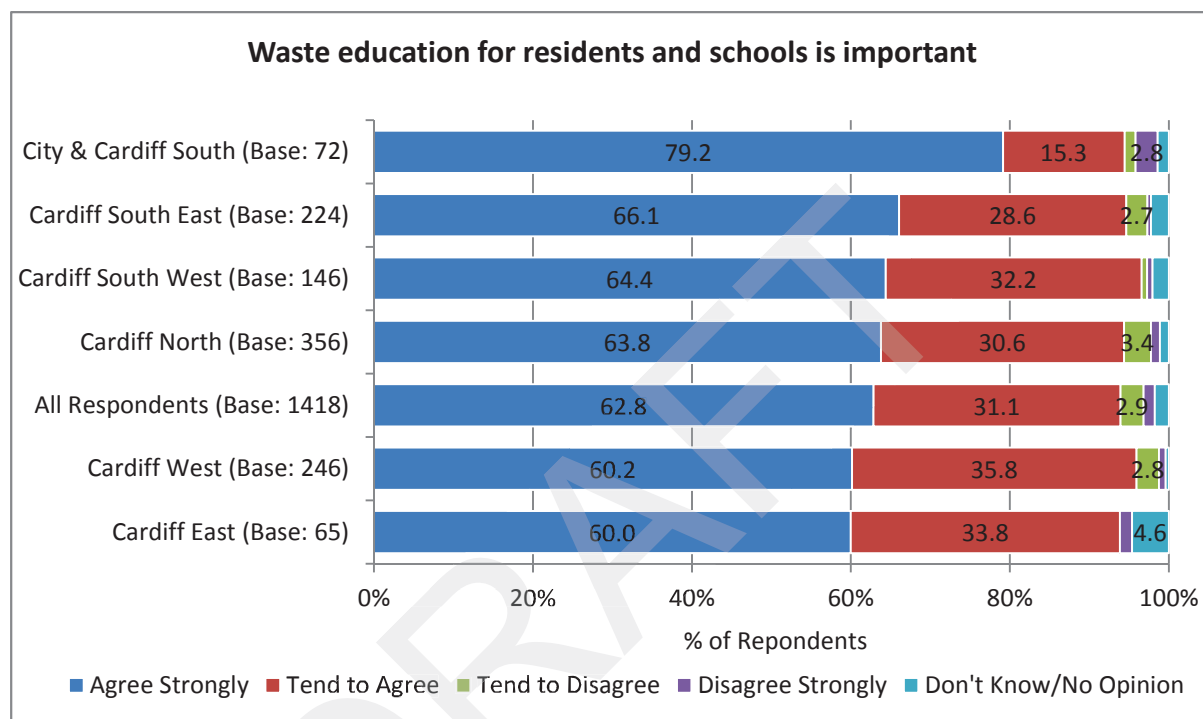
84.9% in Cardiff South West to 90.2% in Cardiff West. However, Cardiff West also had the smallest proportion strongly agreeing (49.8%) with the statement, compared with 72.9% in City & Cardiff South. Meanwhile, more than a tenth (11.1%) of respondents from Cardiff East disagreed with the proposal.



Over four-fifths of respondents in each of the NPAs agreed that waste enforcement is important, varying from a low of 81.0% in Cardiff East to a high of 91.5% in Cardiff

South East. However, more than a tenth disagreed in both Cardiff East (17.5%) and City & Cardiff South (11.4%).

Over nine-tenths of respondents agreed, and at least three-fifths strongly agreed, that waste education for residents and schools is important in each of the NPAs. City & Cardiff South (79.2%) had the greatest proportion strongly agreeing, although Cardiff South West (96.6%) saw the highest percentage supporting the statement to some extent.



OVERALL STRATEGY

Q26. Please choose the top three that are a priority to you:

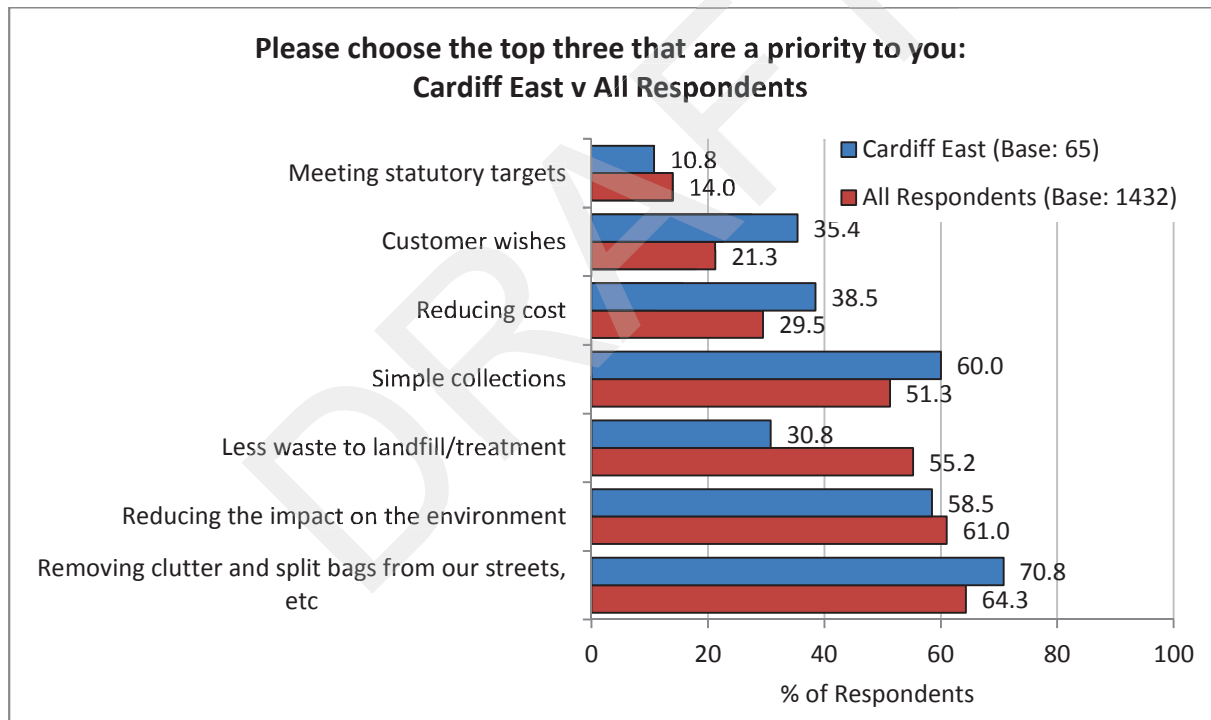
Overall

When asked to choose their top three priorities for the overall strategy, more than three-fifths selected the removal of clutter and split bags from the streets (64.3%) and reducing the impact on the environment (61.0%). Over half also highlighted sending less waste to landfill/treatment (55.2%) and simple collections (51.3%) as priorities. In contrast, reducing cost (29.5%), customer wishes (21.3%) and meeting statutory targets (14.0%) were deemed to be much less important.

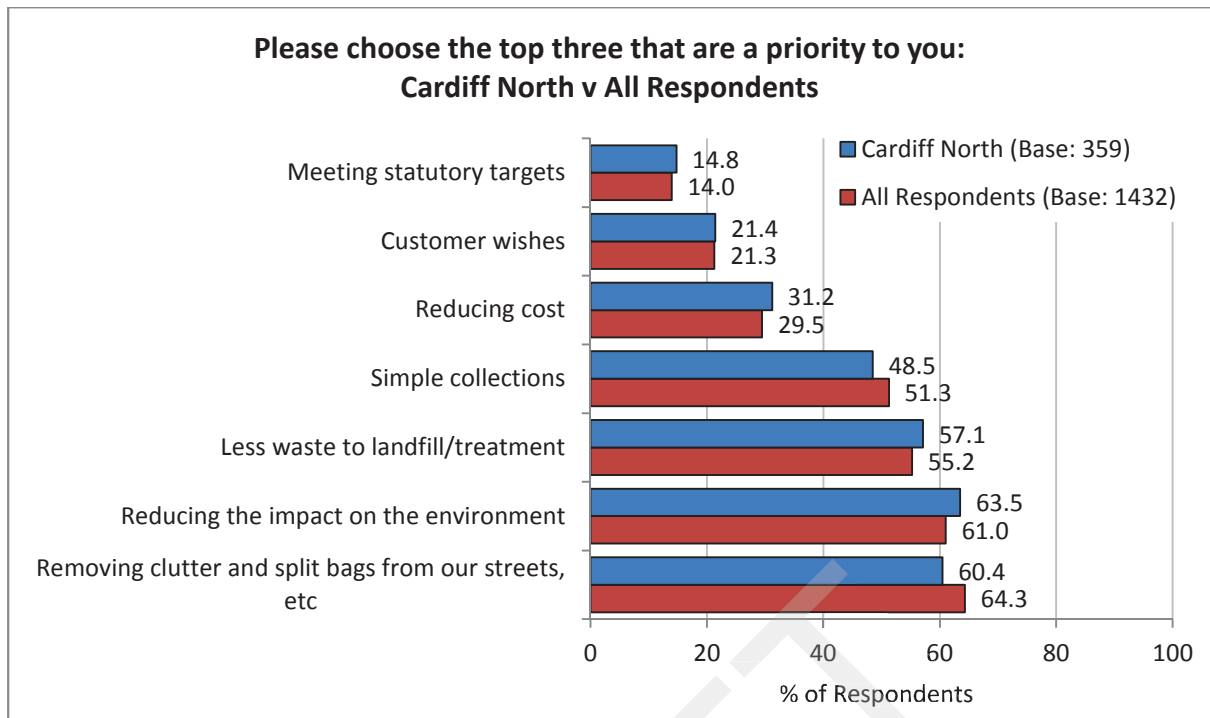
Priority	No.	%
Removing clutter and split bags from our streets, etc	921	64.3
Reducing the impact on the environment	874	61.0
Less waste to landfill/treatment	791	55.2
Simple collections	734	51.3
Reducing cost	422	29.5
Customer wishes	305	21.3
Meeting statutory targets	200	14.0
TOTAL RESPONDENTS	1,432	-

Neighbourhood Partnership Area

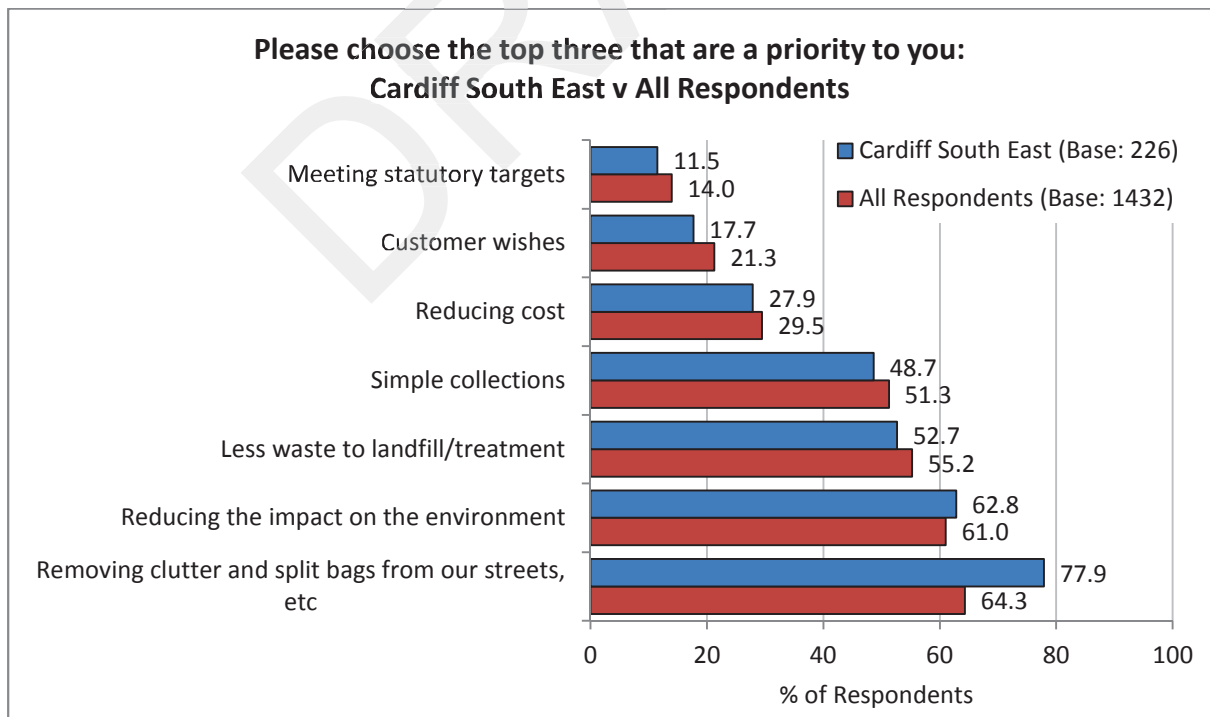
As with all respondents, the main priority in Cardiff East was removing clutter and split bags from the streets (70.8%). However, simple collections (60.0%) was identified as the second highest concern in the NPA. Meanwhile, sending less waste to landfill/treatment (30.8%) was deemed much less of an issue.



The priorities in Cardiff North were very similar to those of all respondents. However, whereas reducing the impact on the environment was the second biggest concern for all respondents, this was considered the main priority in the NPA (63.5%).

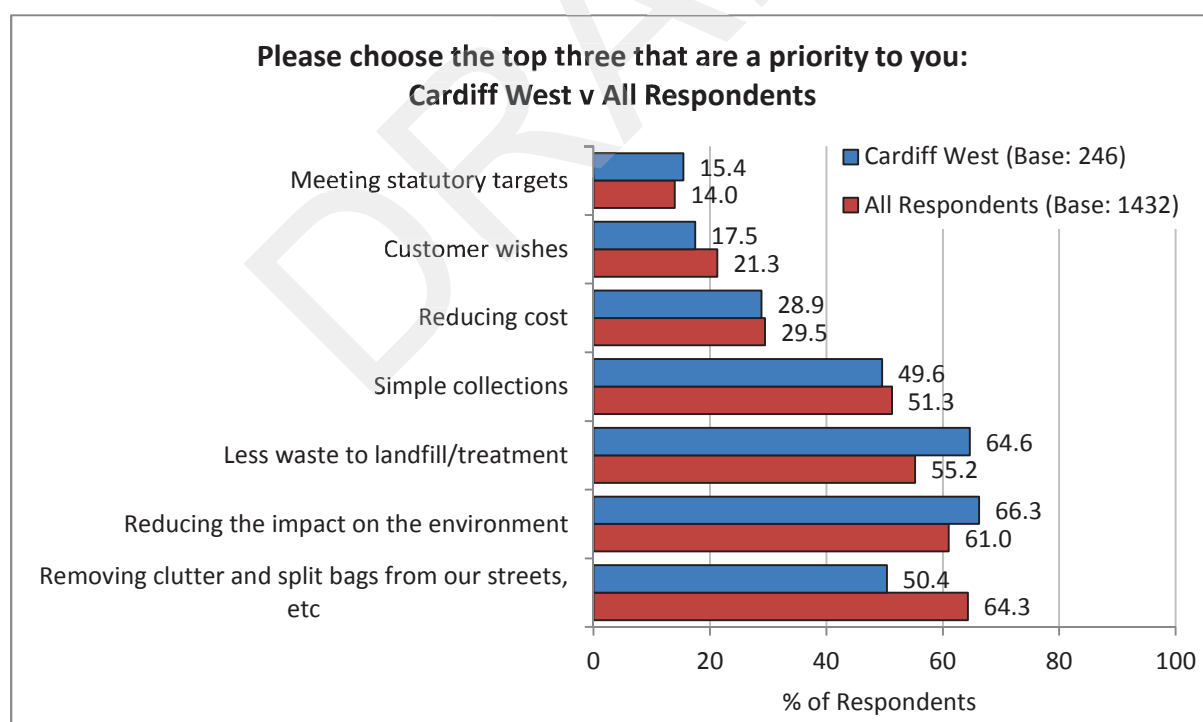
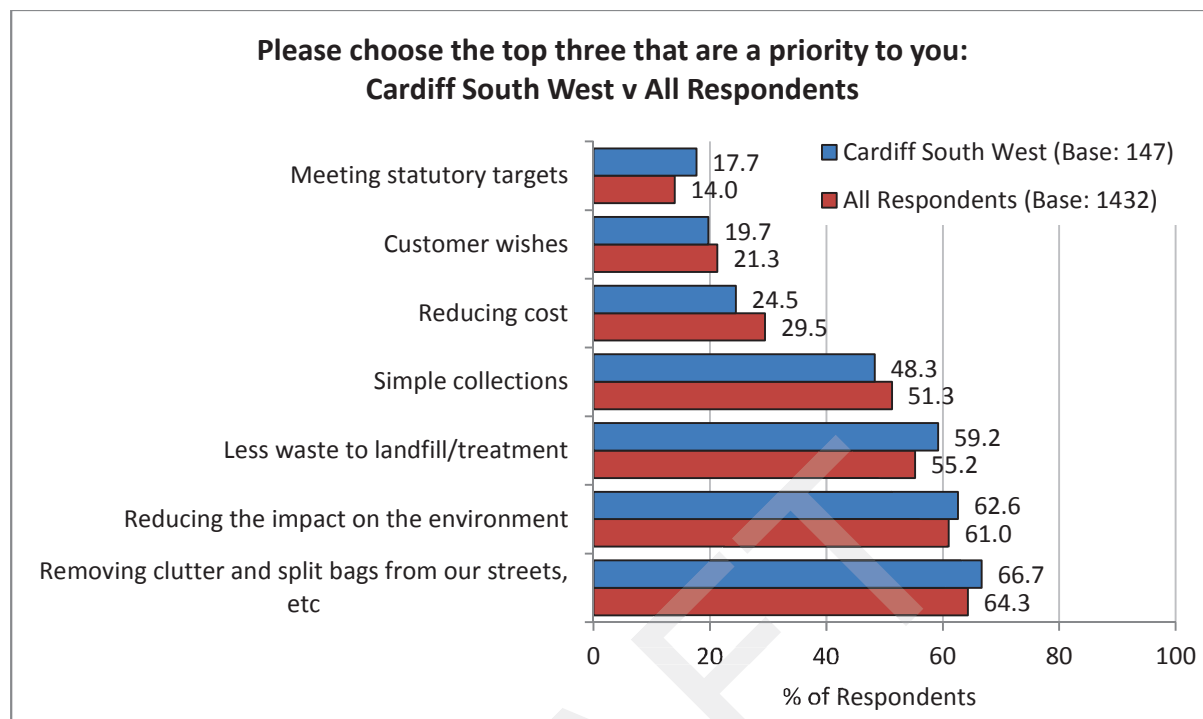


Cardiff South East's priorities were again very similar to those of all respondents, including the removal of clutter and split bags from the streets being deemed the main concern, although the proportion selecting this was higher in the NPA (77.9%) than the survey average (64.3%).



The priorities in Cardiff South West were also very similar to all respondents with removing clutter and split bags from the streets (66.7%), reducing the impact on the

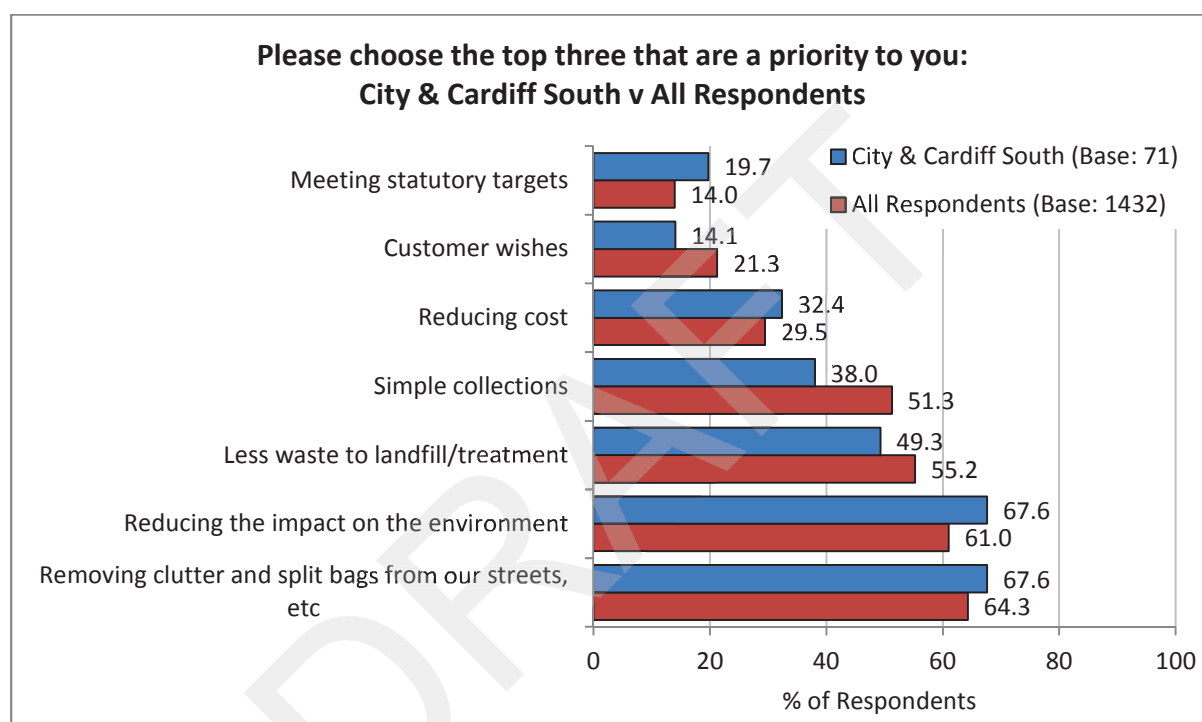
environment (62.6%) and less waste to landfill/treatment (59.2%) being the top three issues.



The three main priorities in Cardiff West were the same as for all respondents although they ranked in a different order. Reducing the impact on the environment (66.3%) was the biggest issue in the NPA, followed by sending less waste to landfill/treatment (64.6%), whereas these ranked second and third, respectively, for

all respondents. Removing clutter and split bags from the streets; the greatest concern for all respondents, was only deemed the third highest priority in the NPA (50.4%).

The joint-highest concerns in City & Cardiff South were removing clutter and split bags from the streets, and reducing the impact on the environment. Both were highlighted by around two-thirds (67.6%) of the NPAs respondents; above the comparative proportions for all respondents. Meanwhile, sending less waste to landfill/treatment (49.3%), simple collections (38.0%), and customer wishes (14.1%) were all seen as less of an issue in the NPA.



Q27. Do you have any other comments you'd like to make about these proposals?

Overall

When asked if they had any other comments to make about the proposals, the most common remarks were against 4 week collections and other proposals due to their negative impact, which was highlighted by almost two-fifths (39.2%) of respondents. This was followed by proposing ideas (22.5%) and improvements needed to support the general public (19.1%). More than a tenth also related to negative comments about the current waste service (14.4%) and penalties and fines enforcement (10.3%).

Comment	No.	%
Against 4 week collections and other proposals due to negative impact	248	39.2
Ideas	142	22.5
Improvements needed to support general public	121	19.1
Negative comments about current waste service	91	14.4
Miscellaneous	81	12.8
Penalties and fines enforcement	65	10.3
Reinstate closed recycling centres	51	8.1
Negative feeling towards consultation	41	6.5
Issues with rubbish in specific areas	37	5.9
Businesses to support recycling	37	5.9
Same rules for everyone	35	5.5
Against increased cost for waste collections	34	5.4
Negative feeling towards waste policy and ideas	32	5.1
Positive comments about current waste service	22	3.5
Support recycling ideas	20	3.2
Political, Council and management	19	3.0
Unfair penalties	14	2.2
TOTAL RESPONDENTS	632	–

NB. Percentages do not sum to 100% because some responses covered more than one category

RESPONDENT PROFILE

Q28. Gender: Are you?

There was a relatively even split between males (48.9%) and females (51.0%), while 0.1% identified themselves as transgender.

Gender	No.	%
Male	684	48.9
Female	713	51.0
Transgender	2	0.1
TOTAL RESPONDENTS	1,399	100.0

Q29. What was your age on your last birthday?

The most common age of the respondent was 45-54 (19.2%), although there was a fairly even split from between the 25-34 and 55-64 age groups. However, only 5.9% were aged 16-24, while none were under 16.

Age Group	No.	%
Under 16	0	0.0
16-24	83	5.9
25-34	247	17.4
35-44	262	18.5
45-54	272	19.2
55-64	254	17.9
65-74	186	13.1
75+	113	8.0
TOTAL RESPONDENTS	1,417	100.0

Q30. Including yourself, how many adults (aged 16 and over) live in your household?

More than half of the respondents lived in a household with two adults (54.4%), while around a quarter (24.0%) were the only person aged 16 and over.

No. Adults	No.	%
1	334	24.0
2	758	54.4
3	174	12.5
4	81	5.8
5+	46	3.3
TOTAL RESPONDENTS	1,393	100.0

Q31. And how many children (aged under 16) live in your household?

Just over three-quarters (76.6%) had no children in their household, whereas around a tenth had one child (11.1%) or two children (9.8%).

No. Children	No.	%
0	1,039	76.6
1	150	11.1
2	133	9.8
3	27	2.0
4	6	0.4
5+	1	0.1
TOTAL RESPONDENTS	1,356	100.0

Q32. Do you identify as a disabled person?

Around a tenth (10.8%) identified themselves as a disabled person.

Response	No.	%
Yes	150	10.8
No	1,200	86.6
Prefer not to say	36	2.6
TOTAL RESPONDENTS	1,386	100.0

Q33. Which of the following apply to you:

Over two-fifths of those that completed the question stated they had a long-standing illness or health condition (41.1%), while more than a quarter highlighted a mobility impairment (27.5%), and around a fifth were deaf/deafened/hard of hearing (19.0%).

Condition	No.	%
Long-standing illness or health condition (eg cancer, HIV, diabetes, asthma)	136	41.1
Mobility impairment	91	27.5
Prefer not to say	67	20.2
Deaf/Deafened/Hard of hearing	63	19.0
Mental Health difficulties	29	8.8
Visual impairment	20	6.0
Wheelchair user	15	4.5
Learning impairment/difficulties	4	1.2
Other	23	6.9
TOTAL RESPONDENTS	331	-

NB. Percentages do not sum to 100% because respondents could give more than one answer

Q34. Which of the following describes your household type?

Household Type	No.	%
Semi-detached	445	31.6
Mid-terrace	422	30.0
Detached	225	16.0
Flat	167	11.9
End-terrace	101	7.2
Bungalow	38	2.7
Other	10	0.7
TOTAL RESPONDENTS	1,408	100.0

The most common dwelling type of respondents was semi-detached (31.6%), followed by mid-terrace (30.0%). Meanwhile, 16.0% lived in a detached abode and 11.9% in a flat.

Q35. What is your ethnic group?

More than nine-tenths (93.5%) of respondents stated that they belonged to a white ethnic group, while 4.1% preferred not to say.

Ethnic Group	No.	%
White:	1,288	93.5
Welsh/English/Scottish/Northern Irish/British	1,239	90.0
Irish	9	0.7
Gypsy or Irish Traveller	0	0.0
Other	40	2.9
Mixed/Multiple Ethnic Groups:	13	0.9
White & Black Caribbean	4	0.3
White & Black African	2	0.1
White & Asian	3	0.2
Other	4	0.3
Asian/Asian British:	9	0.7
Indian	9	0.7
Pakistani	2	0.1
Bangladeshi	6	0.4
Chinese	1	0.1
Other	2	0.1
Black/African/Caribbean/Black British:	4	0.3
African	1	0.1
Caribbean	3	0.2
Other	0	0.0
Arab	3	0.2
Any other ethnic group	4	0.3
Prefer not to say	56	4.1
TOTAL RESPONDENTS	1,377	100.0

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

**CONTRACT AWARD IN RELATION TO THE SUPPORTED LIVING
PROVISION FOR ADULTS WITH A LEARNING DISABILITY**

REPORT OF DIRECTOR OF HEALTH AND SOCIAL CARE

AGENDA ITEM: 8

**PORTFOLIO: HEALTH, HOUSING & WELLBEING (COUNCILLOR SUSAN
ELSMORE)**

Appendices 2a & 2b to this report are not for publication as they contain exempt information of the description in paragraph(s) 14 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972

Reason for This Report

1. The Health & Social Care Directorate reported on this matter to Cabinet on 9 October 2014, and Cabinet authorised the support model for supported living provision for adults with a learning disability and the commencement of a procurement process to secure the supported living provision. The authorised procurement process has now been undertaken. This report advises on the outcome of the procurement process and requires authorisation to award the contracts.

Background

2. On 9 October 2014 the Cabinet delegated authority to the Director Health & Social Care, in consultation with the Cabinet Member (Health, Housing & Well-Being), the Council's Section 151 Officer, the County Solicitor and the Council's Monitoring Officer to determine all aspects of the procurement process and the model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters relating to the procurement.
3. In order to implement the supported living model, offering citizens choice and control over their lives in the community, the Health & Social Care Directorate has undertaken a full programme of consultation and engagement with citizens, families and the social care provider market to ensure that the provider market can meet identified needs and deliver high quality provision.

4. The Health & Social Care Directorate has developed, implemented and evaluated a range of models of supported living. The agreed model of support has been tailored to the needs, wishes and interests of citizens, utilising a block contract for a fixed term of three years with the option to extend for a further period or periods equating to no more than two years provided that the contract does not extend beyond 31 July 2020. The Directorate has engaged and worked with providers in the market to deliver a sustainable supported living model which is outcome-focussed, represents value for money and offers citizens more choice, control and independence.
5. At the commencement of the contract the number of citizens who use services will be known. However, over the term of the contract this is likely to fluctuate and may increase. We anticipate that further schemes will be developed over the term of the contract and these will need to be incorporated via variation mechanisms which are set out in the draft contract terms and conditions, subject to budget.
6. The Council will continue to review the implementation of the Social Services & Well Being (Wales) Act 2014; the Welsh Government changes to Supporting People Guidance including grant funding changes and the impact this will have on the delivery on the future services.
7. Whilst the services fall within Part B, the Public Contract Regulations 2006 (“the 2006 Regulations”) only apply in part, (for example, there is no mandatory requirement to advertise the procurement in OJEU nor to comply with the procurement procedures set out in the procurement regulations). Nonetheless, the Directorate chose to issue a voluntary OJEU notice in the interests of being open and transparent, and to undertake the procurement using the Restricted Procedure in line with the minimum timescales set out in the procurement regulations. An Official Journal European Union (OJEU) notice for this procurement was published via the Sell2Wales website on October 24th 2014.
8. Following the publication of the OJEU notice, a bidder’s forum was held in conjunction with Business Wales for suppliers who had expressed an interest in delivering this service. At this event information regarding the Pre Qualification Questionnaire (PQQ) stage of the procurement was presented to the market place. A question and answer session provided suppliers with the opportunity to ask questions and provide feedback to the Council regarding the PQQ documentation. The Directorate received positive feedback from providers about this process via Business Wales. Further, Business Wales supported bidders to complete the Invitation to Tender (ITT).
9. It should be noted that the proposed start date of the proposed new contracts is 1st August 2015. The proposal is to award two contracts per locality, one for the provision of personal domiciliary care and one for the provision of housing related support (the latter funded by Supporting People Grant).

Pre Qualification Questionnaire Stage

10. The PQQ represented the first part of the two-stage selection and award tender process. The threshold score for the PQQ stage was 50%. Suppliers who failed to meet the threshold score of 50% were not invited to tender.
11. The evaluation of the PQQ was undertaken by a staff team from the Council including Health & Social Care, Commissioning and Procurement, Finance, Health and Safety and Abertawe Bro Morgannwg University (ABMU) Health Board as well as an officer from Cardiff Third Sector Council (C3SC) using the predetermined evaluation criteria. Each PQQ submission was assessed independently by officers who then met as a team to moderate, verify their scoring and identified those organisations who passed the PQQ evaluation threshold.
12. Of the 34 PQQ submissions, 30 organisations were successful in passing the PQQ minimum threshold and formal approval was given by the Director Health & Social Care to shortlist 30 successful organisations and to issue them with Invitation to Tender documentation.

Evaluation Criteria & Weightings

13. Following the PQQ stage, of the 30 organisations invited to tender: 15 organisations submitted tenders. Submissions were evaluated on the basis of the “most economically advantageous tender” (known as MEAT) using quality and price criteria. The overarching evaluation weighting between quality and price was 50% and 50% respectively as previously approved by Cabinet.
14. The quality sub-criteria was broken down as follows for evaluation purposes (see overleaf):

Template Evaluation Criteria		Weighting %
Service Delivery		
Personal Domiciliary Care Delivery	10%	20%
Housing Related Support	5%	
Transition and Implementation	5%	
Person-Centred Outcomes		
Choice and Control	20%	30%
Values & Principles	10%	
Safeguarding		
Compliance	5%	10%
Risk Assessment & Management	5%	
Staffing and Management		
Organisational Resources	5%	10%
Organisational Procedures	5%	
Partnership Working		
Partnership Working	10%	10%

Performance Management		
Governance & Quality Assurance	5%	10%
Data Management	5%	
Delivering Outcomes (Presentation to Service Users)		10%
Total		100%

15. The Supported Living Service was divided into 6 geographical localities across the city in order to encourage smaller and medium sized providers to participate in the procurement. For the purposes of the procurement process localities were referred to as 'lots'. Tenderers were able to bid for more than one lot, but no one bidder would be awarded more than two lots. It was for tenderer's to determine if they wish to bid for one or more lots.

Pricing Schedule and Combined Lot Bids

16. As part of their tender submission tenderers were required to complete a Pricing Schedule.
17. In respect of Personal Domiciliary Care element, tenderers were required to clearly set out the annual price for the provision of the service over each of the five years of the contract. To ensure tenderers were able to submit an informed price, the tender documentation provided details about the level of personal domiciliary care support required for all current service users currently living in each locality. This was also supported by a pen picture of need for each individual in each supported housing scheme.
18. The tenderers were also given the opportunity to offer two combined lot bids where they believed a bid for two combined lots could deliver greater efficiencies. Any combined lot bids were restricted to a combination of two lots and providers were required to submit details of the five year price for each lot.
19. The pricing schedule also indicated the level of Supporting People grant funding for the tenderers to deliver housing related support. It was explained that the price for housing related support has been set for the first year, but with a caveat that that the Supporting People grant may reduce over the period of the contract. Tenderers were required to confirm that they accepted these costs for the Housing Related Support Services.

Evaluation Methodology

20. Bids for each lot were evaluated using the pre-disclosed evaluation criteria and weightings. The quality score for each tenderer was determined in accordance with the evaluation criteria and weightings set out above. The evaluation considered the tenderer's written submission and two presentations. Tenderers presented to one evaluation team consisting of Health & Social Care officers and Family carers/parents of service users in respect of how they would deliver person centred

outcomes. Another evaluation team consisting of service users currently living in Supported Accommodation were given a presentation in terms of how providers would support them 'to live their lives'. This evaluation team was facilitated by Cardiff People First advocacy service. Both evaluation teams were moderated by Commissioning & Procurement officers.

21. In addition to the pen picture of need, a universal specification for Learning Disability Services, Supported Living and a specification for Housing Related Support was published to give information to tenders about the quality and service delivery standards the Council requires. Tender method statements were developed in line with the specifications and allocated weightings for the tender evaluation were applied. The tenders responded to the method statements in their submissions and these were evaluated by the team
22. The written submission was evaluated by ABMU Health Board and staff from the Council's Health & Social Care Learning Disability Service, Human Resources, Finance team, Health & Safety and Supporting People. During the procurement process support has been provided by Legal Service and Commissioning and Procurement officers.
23. The tenderer with the highest quality score was awarded the maximum available score (50%) and all other tenderers were then awarded a score relative to the highest quality score. The price score was determined by comparing the total five year price in single and combined lots submitted by the tenderers. Within each lot the tenderer that submitted the lowest cost bid was awarded the maximum available score (50%) and all other tenderers were awarded a score relative to the lowest cost bid.
24. Based on the tenderers combined price and quality score, tenderers were ranked within each single and combined lot. In addition the evaluation team also considered whether the single and combined lot bids submitted were the most economically advantageous for the Council. The Council has reserved the right to ensure lots are awarded based on the overall best value combination.
25. The Health & Social Care Directorate would like to acknowledge the preparation and the evaluation methodology of this tender as an excellent example of partnership working between citizens who live in Supported Accommodation in Cardiff, the 3rd sector, family carers/parents, Abertawe Bro Morgannwg University (ABMU) Health Board staff, the Council's Health & Social Care, Commissioning & Procurement, Supporting People Team, Finance, Legal, Human Resources and Health & Safety Teams.
26. The proposed timetable for this next stage of the procurement and proposed award is detailed below together with details of those stages which have already been completed:

Stage	Date(s)/time
Issue of Invitation to Tender	18 th December 2014 - completed
Deadline for clarification questions	12 th January 2015 - completed
Closing date for submission of Tenders	26 th January 2015 - completed
Evaluation of Tenders	27 th January – 24 th February 2015 - completed
Tenderer interviews/ presentations	w/c 2 nd & 9 th February 2015 - completed
CASSC paper submission	25 th February 2015 - completed
CASSC Committee	3 rd March 2015
Cabinet paper submission	26 th February 2015 - completed
Cabinet	2 nd April 2015
Expected date of award of Contract(s)	2 nd April
Standstill and Call in period	6 th published 7 th - 16 th April 2015
Expected date of award of Contract(s)	17 th April 2015
Transition period	17 th April 2015 to 31 st July 2015
Sign off Contracts	17 th April 2015 to 31 st July 2015
Contract commencement	1 st August 2015

Preferred Bidders

27. Following completion of the evaluation process to determine the Most Economically Advantageous Tenders using the predetermined evaluation criteria the table below contains the details of the successful bidders for each locality / lot:

Locality / Lot	1	2	3	4	5	6
Preferred Bidder	Dimensions Cymru	Dimensions Cymru	Innovate Trust	Innovate Trust	Mirus Cymru	Mirus Cymru

The detailed evaluation matrix, scoring and pricing information are contained in Appendix 2a and 2b.

Issues and Risks

28. The Cabinet Report of 9th October 2014 indicated that over the period of the contract, schedules the number of service users may vary, fluctuation in numbers of assessed hours of care required and an affordability threshold would need to be applied on each locality based on the number of schemes and assessed need. Although no overall affordability threshold has been set, guidance was provided to tenderers on a locality basis in relation to the picture and definition of need which informed their submissions. The Health & Social Care Directorate proposes the award of contract based on quality and price which has also delivered the best overall value for the Council. (See Appendix 2a and 2b).

29. The Directorate indicated to tenderers that account needed to be taken of the 'Esperon and Whittlestone judgement' on sleep-in provision terms and conditions. This was highlighted in the ITT documentation and tenderers were advised to take account of this when making their submissions.
30. If the proposed recommendation is approved, the procurement process may give rise to the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) between providers. Anonymised TUPE Information was provided as part of the tender documentation and both the existing block contracts and the draft contract terms and conditions for the new contract contained TUPE provisions. Regarding transition for existing service users, it is acknowledged that service users may be concerned if staff choose not to transfer to new providers. The proposed contract award will mitigate this further and the transition phase will assist to manage any anxieties.
31. It is important to note implications continue in relation to Supporting People Grant made available from the Welsh Government and the potential for changes in the grant funding levels over the life of the contract. However, Tenderers were asked to take this into account in their submissions. The draft contract terms and conditions for the housing related support services, which were included in the tender pack, reflected the uncertainty with regard to the level of grant funding over the term of the contract and reserved a right for the Council to vary the contract payment should the level of grant funding vary.
32. During consultation, stakeholders reported that to undertake a competitive tender process at this time would de-stabilise the provision and continuity of care across the sector. However there is a requirement to competitively tender the service and the Health & Social Care Directorate in conjunction with citizens and families will ensure that disruption to individuals is minimised. A consideration remains the potential change of care staff; however the Transfer of Undertakings (Protection of Employment) Regulations may apply between current and awarded providers for those staff working in the service.

Communication

33. The Supported Living Project including the tender exercise has been managed using the PQA governance framework within the Council.
34. The Directorate has worked with the Corporate Communications team to develop a communication and engagement plan to ensure that all citizens and stakeholders are made aware of decisions being made. This is a live document and regularly updated.

Equality and Diversity

35. A full Equality Impact Assessment has been developed for the Supported Living Services tender see Appendix 1.

Reason for Recommendations

36. To enable the award of the Supported Living Services contracts to the successful tenderers

Legal Implications

37. The proposed recommendation is to award the Supported Living Services contracts to the successful tenderers named in the table, set out under paragraph 27 of the report, with such contracts to commence on 1 August 2015.
38. This is a relatively substantial procurement and the proposed contracts are of a significant high value. To that end, previous legal advice was given to the effect that whilst the services being procured fall within Part B of the Public Contract Regulations 2006, as amended, (“the 2006 Regulations”), and thus are not subject to the full ambit of the 2006 Regulations, nonetheless in order to comply with the EC Treaty based principles of transparency, equal treatment, non discrimination, and proportionality (such principles applying to Part B services) it is recommended that the contract notice is advertised in the OJEU, that the minimum timescales referred to in the procurement regulations are adhered to, that the procurement process is carried out in an open and transparent manner and that all bidders are treated equally. It is understood that this has been done.
39. Full legal advice has been provided with regard to the procurement process and in relation to the drafting of the draft terms and conditions of contract.
40. In line with good practice, if the recommendation is approved, then it is proposed that the successful and unsuccessful bidders will be notified of the outcome of the evaluation along with their scores, the winning score and feedback from the evaluation panel. The decision to award the contracts, if given, will be subject to the Council’s “call-in” period together with a voluntary standstill period. Accordingly the letters to be sent to the bidders notifying them of the outcome of the procurement will be made strictly subject to the Council’s call-in period and the voluntary standstill period. What this means is that the contracts cannot be formally concluded until the call-in period and the standstill period have expired.
41. It is noted that reference is made in the body of the report to the Esparon and Whittlestone judgements. Put simply, these judgements confirmed that where a carer’s presence at a premises is part of his/her work, the hours spent at the premises are classed as working time for the purposes of the National Minimum Wage legislation, irrespective of the level of activity – that is whether or not the carer is called upon to assist the service user during the sleep in shift. There was a concern that bidders may not take these judgements into account when submitting their bids, in particular with reference to calculating their bid prices. Accordingly Legal Services had previously advised that a caveat was inserted into the tender documentation along the lines that bidders were to note that their

bid prices will be deemed to have taken account of their tender bids complying with all relevant legislation and case-law, including, without limitation the Esparon and Whittlestone cases. It is understood that this caveat was inserted into the tender documentation which was issued to bidders.

42. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment(c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h)Sexual orientation (i)Religion or belief – including lack of belief. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix 1. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision.

Financial Implications

43. The contracts for supported living services for adults with learning disabilities, as outlined in this report, represent a significant proportion of Health & Social Care expenditure. The overall current cost of this service, when combined with housing related support, which also formed part of the tender process is £16.450 million. The sum of the bids offered by the successful organisations for the supported living and housing related support contracts in each locality shows a total cost over the potential five-year life of the contract of £77.992 million. This is based on annual contract sums including some slight increases towards the latter part of the contract term. It is anticipated that this can be funded from within the existing resources available to this service after taking into account the proposed budget saving of £431,000 in 2015/16 and further proposed savings in future years. The availability of Supporting People funding to support the housing related support element of the contract may also be subject to reductions in future years. The possibility of this was referred to in the pricing schedules and any reductions in funding will have to be managed in conjunction with the providers.
44. The contract is not due to commence until 1st August 2015 and therefore there will only be a part year effect in relation to costs and savings in 2015/16. Overall, costs are anticipated to reduce by £653,000 in 2015/16 which after taking into account the proposed budget saving of £431,000 in that year provides an additional saving to the directorate of £222,000. Further savings also arise when the additional resources made available to meet the new responsibilities in relation to sleeping in arrangements are taken into account. The report notes that potential bidders were

informed of the need to take account of recent judgements in relation to terms and conditions affecting 'sleep-ins' and it is assumed that tenderers took account of this when making their submissions. The additional resources relating to these contract arrangements are estimated to be £350,000. These savings will support the directorate in achieving its overall budget saving target for 2015/16. This includes the proposed saving of £1.926 million which is based on improving efficiencies in strategic commissioning across all service areas within the Directorate.

Human Resources Implications

45. The recommendation in this report applies to a contract award to external providers and therefore there are no Human Resource issues for the Council. There may be Transfer of Undertakings (protection of Employment) Regulations implications where there is any change of provider. This will be between the outgoing and incoming providers which will be managed by them and there are no implications for Council staff.

RECOMMENDATIONS

The Cabinet is recommended to authorise the award of the Supported Living Services contracts to the successful tenderers named in the table set out under paragraph 27 of the report in respect of the relevant localities, with such contracts to commence on 1 August 2015.

SIÂN WALKER

Director

27 March 2015

The following Appendices are attached

Appendix 1 – Equality Impact Assessment

Appendix 2a & 2b – Evaluation matrix and scoring information (*confidential*)



EQUALITY IMPACT ASSESSMENT

Policy/Strategy/Project/Procedure/Service/Function Title: External supported living services for people with learning disabilities
New/Existing/Updating/Amending: Existing

Who is responsible for developing and implementing the Policy / Strategy / Project / Procedure / Service / Function?	
Name: Amanda Phillips	Job Title: Operational Manager LD
Service Team: Health & Social Care	Service Area: Health & Social Care
Assessment Date: 23/02/2015	

1. What are the objectives of the Policy / Strategy / Project / Procedure / Service / Function?

<p>The external Supported Living Services (SLS) project will:</p> <ul style="list-style-type: none"> • Re-commission and procure Cardiff's supported living service. This service is provided by independent sector providers to 257 people with a learning disability. This project includes the re-commissioning of both domiciliary care and Housing Related Support services. • Manage a competitive tender process for the replacement of the existing arrangements. To be concluded 31st July 2015. The new contracts will start on 1st August 2015. • Develop a supported living service which has taken into account the comments received through consultation opportunities. • Develop a supported living model which is flexible enabling service users to have choice and control over their own lives. • Develop a supported living service which secures best value for money for the Council whilst providing a high quality of service for the service users.
--

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

<p>Background</p> <p>The aim of supported living is to achieve choice, control and community inclusion for adults with a Learning Disability to ensure their individual needs are met. The main principles of supported living are that people with learning disabilities own or rent their home and have control over the support they get, who they live with (if anyone) and how they live their lives through the support from externally commissioned domiciliary care and housing related support services.</p> <p>Supported living assumes that all people with learning disabilities, regardless of the level or type of disability, are able to make choices about how to live their lives even if the person does not make choices in conventional ways. Supporting people to have their own home choice and control and a decent income are enabling factors offering people with a learning disability citizenship and social inclusion.</p> <p>Supported living models in Cardiff include:</p> <ul style="list-style-type: none"> • living in a rented or owned property and getting an individual support package
--

- sharing with others in a rented property (most Registered Social Landlord) and each person getting an individual support package
- extra care or sheltered housing
- lodging in someone else's home and getting an individual support package (Adult Placement/ Shared Lives)
- living in an extension to a family home and getting an individual support package
- living in a network of houses or flats and supporting others as well as getting support (core & cluster accommodation & support)
- Residential care provision

As with housing, a mixed range of support options need to be available that can be tailored to meet individual need. With the introduction of direct payment and direct payments for people not deemed to have mental capacity, it is already becoming evident that people are opting for a range of flexible and natural support options rather than buying into services with fixed levels of support. There is no one housing and no one support option that works for everybody.

Demand Analysis

See the LD Commissioning Strategy 2012 – 2017 for an overview of the general population data.

As set out in the strategy the demographic indicate about 40 young people move into the service area each year at the age of 18 years as they move through transition from Children's Services. We have also found that the life expectancy of adults with LD is improving which has an impact on LD provision. Our service users are living longer lives and with this can come a range of issues that may impact on individuals as they age for example there are a significant number of service users with learning disability on the dementia pathway.

A further consideration for the service area in this project is the number of people presenting with needs such as autism, challenging behaviour and complex needs as the development of supported living will need to take into account these specialist requirements within the provision of the supported living service.

There are currently 257 service users living in supported living schemes receiving a service from an external provider. There are over one hundred service users identified as requiring the provision of supported living from now to the next 5 years.

There are block contracts in place with 4 external supported living providers to cover the 6 locality areas of Cardiff. There are some spot contracts in place which fall outside the 4 provider block contract framework. Housing Related Support is provided through the Supporting People programme.

The outcome of the extensive service area consultation work with stakeholders indicates a high satisfaction rate with supported living and a call for a greater number of core and cluster schemes.

The core and cluster service model supports a (**core**) accommodation for people living together and a (**cluster**) support service to other people in nearby properties. The core flat provides 24-hour Housing and Social Care support, 7 days per week x 52 weeks per year. Cluster tenants receive flexible hours of Housing support as agreed in their individual support plan. Rent for accommodation is covered by Housing Benefit.

Procurement of Supported Living Contract

The Health and Social Care Directorate has sought to secure the future supported living service from 1st August 2015 via a procurement process.

- On 9 October 2014 the Cabinet delegated authority to the Director Health & Social Care, in consultation with the Cabinet Member (Health, Housing & Well-Being), the Council's Section 151 Officer, the County Solicitor and the Council's Monitoring Officer to determine all aspects of the procurement process and the model (including approving the evaluation criteria to be used, and authorising the award of the contracts) and all ancillary matters relating to the procurement.
- At the start of the new contract on 1st August 2015, there will be two contracts commencing; one for the provision of personal domiciliary care and one for the provision of housing related support (the latter being funded by Supporting People Grant).
- Health & Social Care directorate undertook the tender process in two stage selection and award tender process. The detail of which is in the attached Cabinet Report Appendix 1.
- Following the PQQ stage, 15 organisations submitted tenders. These were evaluated on the basis of the "most economically advantageous tender" (known as MEAT) using quality and price criteria. The overarching evaluation weighting between quality and price was 50% and 50% respectively and this was previously approved by Cabinet.
- Bids for each lot were evaluated using the pre-disclosed evaluation criteria and weightings. Tenderers presented to one evaluation team consisting of Health and Social Care officers and parents in respect of how they would deliver person centred outcomes. Another evaluation team consisting of citizens living in Supported Accommodation were presented to regarding how providers would support them 'to live their lives'. This evaluation team was facilitated by Cardiff People First advocacy service. Both were moderated by Commissioning and Procurement officers.
- Based on the tenderers combined price and quality score, tenderers were ranked within each single and combined lot. In addition the evaluation team also considered whether the single and combined lot bids submitted were the most economically advantageous for the Council. The Council has reserved the right to ensure lots are awarded based on the overall best value combination.
- The proposed recommendation following the tender process will be presented to Community & Adult Service Scrutiny Committee on 4th March 2015 and a Cabinet Report 2nd April 2015.

The development of a wider model of supported living will have the following outcomes for people:

- A community based supported living model which supports a preventive and reablement agenda and the wellbeing initiatives as identified within Welsh Government policies and the Social Services and Wellbeing Act
- People will be able to access a range of facilities which are based in and around their localities/neighbourhood communities
- There will be the opportunity for people to access facilities which reflect their particular interests and aspirations
- The model facilitates a strategically planned approach to the work on a city wide basis

--

3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years			✓
18 - 65 years	✓		
Over 65 years	✓		

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

The service will have a positive impact because it takes into account the following:
 Adults with a learning disability are living longer and we are seeing a greater demand for suitable supported living provision from people over 65 years of age. With an increased life expectancy there is an increase in the number of adults with LD developing dementia. Suitability of specialist supported living provision for the ageing LD population will need to be considered.

Younger people coming into the service area are indicating that they require a range of supported living options and are looking for greater choice and flexibility from the service.

Family carers are increasingly drawn from a higher age band and they may need their own support through supported living availability. Older carers tend to want their children to be accommodated in the same community in order to build on existing relationships and facilitate visits from older carers who may have their own challenges with travel.

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

LD dementia – LD Dementia project group has been established in partnership with health colleagues to develop a pathway to support service users with their accommodation, care and support from early stages of on-set to end of life.

Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on the age needs of the service users e.g. location and ground floor bedrooms – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.

Individualised service – commission a supported living service that enables flexibility and choice for service users to access a range of opportunities that they believe would best meet their outcomes. People’s need specific to age would be identified in support plans.

Expectations set out in the competitive procurement tender process from provider organisations include training on the protected characteristics for their staff to ensure that support plans and delivery of support plans are able to meet the needs of each service user in relation to age.

Move-on process considers the best supported living placement for each individual and takes into account age of the service user and the others living in a scheme before placement is made.

3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on disabled people?

	Yes	No	N/A
Hearing Impairment	✓		
Physical Impairment	✓		
Visual Impairment	✓		
Learning Disability	✓		
Long-Standing Illness or Health Condition	✓		
Mental Health	✓		
Substance Misuse	✓		
Other			

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

The nature of the service will have a positive impact as evidenced below:

Moving into supported living will enable service users with a disability the opportunity to achieve what is most important to them. It will provide the opportunity to progress and learn/develop skills through an outcomes-based approach. Levels of support are matched to the needs of the tenants in a scheme and are flexible to meet changing needs.

There are a range of housing options available, however the population demographics indicate that consideration will need to be given to provide future schemes which are suitable for needs such as LD dementia, autism, challenging behaviours, complex needs and LD and physical disability.

Supported living schemes are adaptable and can give an opportunity for adults with complex needs to live more independently. Well designed supported living services can reduce the incidences of challenging behaviour of service users.

Person-centred planning and outcomes-based assessments will focus on what matters to the individual. They will have a significant say how they want to achieve outcomes. This results in a move towards a more positive emphasis when planning, and move away from talking about the things that a person cannot achieve.

Living in supported living will enable people with a learning disability achieve their own tenancy and all the rights associated with a secure tenancy including access to welfare benefits. The Housing Related Support contract will support the service users to deal with matters relating to maintaining a tenancy so that the risk of losing a tenancy is reduced. There may be issues around the person's capacity to understand and sign a tenancy agreement which will be addressed with the community support team

Supported living can reduce social isolation that can be experienced by adults with a learning disability and open up the opportunity to social networks within the supported living scheme and wider into the local community.

When not implemented correctly housing with shared support can lead to people with a learning disability being isolated. If identified as pockets of LD 'mini communities' within an area there is the potential for targeted harassment and bullying from people living in the wider community. The locality model and dispersal of schemes across Cardiff was planned to avoid

over-development of LD schemes in a single area.

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

Continue to implement the move-on process so that adults with learning disabilities are matched and placed in supported living that is best suited to meet their accommodation and support needs.

Use the LD Review and Monitoring process to undertake project reviews. This is to ensure that providers are fulfilling the terms of the contract through providing an individualised service and that outcomes for adults with a learning disability are being met.

Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on needs of service users e.g. specialist supported living accommodation for adults with autism – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.

Expectations set out in the competitive procurement tender process from provider organisations include training on the protected characteristics for their staff to ensure that support plans and delivery of support plans are able to meet the needs of each service user in relation to all forms of disability.

People’s needs specific to their disability would be identified in support plans.

3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on transgender people?

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

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

The service will have a positive impact on transgender people because the service model is one which is flexible, enabling service users to have choice and control over their own lives.

Transgendered users will not be affected differently from other groups by virtue of the gender nature.

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

Expectations set out in the competitive procurement tender process will require provider organisations to include training on the protected characteristics for their staff to ensure that support plans and delivery of support plans are able to meet the needs of each service user in relation to gender reassignment.

3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on marriage and civil partnership?

	Yes	No	N/A
Marriage		✓	
Civil Partnership		✓	

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

The service will have a positive impact on married people and people in a civil partnership because the service model is one which is flexible, enabling service users to have choice and control over their own lives.

Users, whether married or in civil partnership, will not be affected any differently from other groups.

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

N/A

3.5 Pregnancy and Maternity

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on pregnancy and maternity?

	Yes	No	N/A
Pregnancy			✓
Maternity			✓

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

N/A

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

N/A

3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on the following groups?

	Yes	No	N/A
White	✓		
Mixed / Multiple Ethnic Groups	✓		
Asian / Asian British	✓		
Black / African / Caribbean / Black British	✓		
Other Ethnic Groups	✓		

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

The service will have a positive impact on people from different ethnic groups because the service model is one which is flexible, enabling service users to have choice and control over their own lives.

Since we have Direct Payments in place, the scheme will provide people with greater choice and control over their supported living services and who provides them. This will allow service users to choose culturally sensitive services and ensure that their cultural needs are met. If employing a personal assistant, they will have the opportunity to explore attitudes at interview and have greater control over who supports them.

Those who speak a language other than English will need additional assistance e.g. interpreter to ensure that they are able to communicate the outcomes they want to achieve from supported living.

Faith/cultural needs must be appropriately handled where people from different backgrounds live together, for example, if people have different dietary requirements or where people need gender specific services.

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

Service users will be individually assessed and any issues arising relating to this protected characteristic will be discussed with the service user. A clear and transparent communication plan for work with service users and their families will be put in place to support this work.

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		✓	
Christian		✓	
Hindu		✓	
Humanist		✓	
Jewish		✓	
Muslim		✓	
Sikh		✓	
Other		✓	

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

The service will have a positive impact on this group as it focuses on a person-centred plan through individualised support plans. This individualised approach takes into account the religion, belief or non-belief of each person.

Users will not be affected any differently from other groups by virtue of their religion, beliefs and non beliefs.

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

N/A

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men		✓	
Women		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The service will have a positive impact on gender as the move-on process for supported living placements looks at each individual and the scheme that would be best suited to their individual needs and takes into account the gender mix. Users will not be affected any differently from other groups by virtue of their gender
What action(s) can you take to address the differential impact?
N/A

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on the following groups?

	Yes	No	N/A
Bisexual		✓	
Gay Men		✓	
Gay Women/Lesbians		✓	
Heterosexual/Straight		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
The service will have a positive impact on this group because the move-on process for Supported Living placements looks at each individual and the scheme that would be best suited to their individual needs. It takes into account the mix of a scheme in terms of sexual orientation. Consideration to compatibility with other tenants and their lifestyles would need to be evaluated. Users will not be affected any differently from other groups by virtue of their sexual orientation.
What action(s) can you take to address the differential impact?
N/A

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact** [positive / negative] on Welsh Language?

	Yes	No	N/A
Welsh Language		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
Welsh speakers will not be affected any differently from other groups by virtue of their language.
What action(s) can you take to address the differential impact?
N/A

4. Consultation and Engagement

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

The Supported Living Services model for the service from 1 st August 2014 has evolved from on-going and specific consultation opportunities since the commencement of the previous Supported Living contract in 2007. Consultation regarding the development of the Supported Living Service and proposed model has involved the following groups:

- Learning Disabilities service users via the Advocacy Services and Cardiff People First through feedback at the Learning Disabilities Planning Group (formerly LDAPG).
- Carers/families through the Parents Federation represented on the Learning Disabilities Planning Group (Formerly LDAPG)
- Voluntary and Health organisations represented through the Learning Disability Forum representative on the Learning Disability Planning Group (Formerly LDAPG)
- Consultation events with the Learning Disability Community Support team
- Accessible consultation for service users at the open consultation 'The Event' in March 2011 facilitated independently by an advocacy group.
- 'The Event' in March 2011 was a consultation opportunity open to service users, families, friends, providers, voluntary organisation, staff and any member of the community with an interest in LD and provided opportunities for feedback about current and future needs for Supported Living services.
- This day was attended by approximately 250 people and accessible communication was in place to enable delegates to participate and comment.
- This consultation was widely advertised internally and through external networks. Representatives of any groups were welcomed to attend.
- 'Housing Care and Support Event' in March 2011 involved working with landlords and providers to establish current picture of needs and future requirements for supported living across Cardiff. People in attendance were representing the views of their internal service user groups in order to reflect the true need for the LD population taking into account the protected characteristics.
- Service user consultation day which was independently facilitated, gave the opportunity to comment and provide direction on the future models for Supported Living to meet needs.
- Attendance and presentations at the incumbent provider service user and stakeholder consultation groups/meetings – this is on-going and will continue during the project
- Consultation with service users, families/carers and incumbent providers following pilot of proposed Supported Living Model from May 2014
- Consultation and engagement work with the social care market place through specific events and information sharing workshops to seek provider feedback on aspects of the project and to support and enable the Small Medium Enterprises to be able to enter the competitive procurement tender process. This consultation supported by Business Wales and Wales Co-operatives took place on 17th June 2014.
- Engagement with the social care market through a procurement process, an independent LD service user panel with support from an advocacy provider that ensured service users had training, support and accessible information to provide feedback and the proposals for the Supported Living plans and had the opportunity for meaningful involvement in the competitive procurement tender process.
- Health & Social Care have met with citizens and staff to discuss budget proposals and have entered into dialogue on the proposed change in the delivery and remodelling of services.
- Health & Social Care have fully participated in the consultation events 'Change for Cardiff – Have Your Say' to obtain a whole picture of the impact and endorsement of change across the sector.

Health & Social Care will continue to address citizens, constituents and stakeholders concerns arising from consultation events and the procurement exercise.

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

Groups	Actions
Age	<p>LD dementia - establish a LD Dementia Project Group in partnership with health colleagues to develop a pathway to support service users with their accommodation, care and support from early stages of on-set to end of life.</p> <p>Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on the age needs of the service users e.g. location and ground floor bedrooms – use long term population forecasts to make sure the appropriate accommodation is available for the current and future population.</p> <p>Individualised service – commission a supported living service that enables flexibility and choice for service users to access a range of opportunities that they believe would best meet their outcomes. People’s need specific to age would be identified in support plans.</p>
Disability	<p>Work with Housing Strategy to identify options to commission/de-commission supported living schemes based on needs of service users e.g. specialist supported living accommodation for adults with autism – use long-term population forecasts to make sure the appropriate accommodation is available for the current and future population.</p>
Gender Reassignment	
Marriage & Civil Partnership	<p>May need to consider developing a specific scheme around civil partnership, if suitable supported living is not available currently.</p>
Pregnancy & Maternity	
Race	<p>Use the LD Review and Monitoring process to undertake project reviews to ensure that schemes are fulfilling the terms of the contract and providing an individualised service for each tenant so that outcomes for adults with a learning disability in terms of ethnicity are being met.</p>
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	
Generic Over-Arching [applicable to all the above groups]	<p>New service developments will continue to involve consultation with all service users and families, ensuring that opportunities to be involved are available in different formats and with accessible communication - interpreters/translators/advocates/SALT to be available</p> <p>The contract monitoring, review and move-on procedures will</p>

	<p>continue to take into account the protected characteristics as part of the process.</p> <p>Expectations set out in the competitive procurement tender process from provider organisations include training on the protected characteristics for their staff to ensure that support plans and delivery of support plans are able to meet the needs of each service user particularly in relation to age, disability, gender reassignment, race, religion/belief or non-belief, sex, sexual orientation or Welsh Language.</p> <p>People's needs specific to the above characteristics would be identified in their support plans.</p>
--	---

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Amanda Phillips	2 nd September 2014 Updates - 7 th January 2015 & 23 rd February 2015
Designation: OM LD Cardiff & Vale	
Approved By: Siân Walker	
Designation: Director	
Service Area: Health & Social Care	

7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

IMPLEMENTING PART 2 OF THE HOUSING WALES ACT 2014

**REPORT OF DIRECTOR OF COMMUNITIES, HOUSING &
CUSTOMER SERVICES**

AGENDA ITEM: 9

**PORTFOLIO: HEALTH, HOUSING & WELLBEING (COUNCILLOR SUSAN
ELSMORE)**

Reason for this Report

1. To outline the approach being taken to comply with the requirements of the Housing Wales Act 2014 with regard to homelessness.
2. To agree the way forward in relation to the use of private rented properties in meeting the Council's homelessness duty and to agree how to treat households who have made themselves intentionally homeless.

Background

3. Part 2 of the Housing Wales Act 2014 comes into force on 27th April 2015 and sets out the duties of local authorities to assist those facing homelessness. This new legislation requires local authorities to do more to help households to prevent homelessness and to find alternative accommodation. For the first time the legislation allows local authorities to use the private rented sector to discharge its homeless duties. Funding has been provided to assist with the implementation of the new legislation.

Issues

Homelessness Strategy

4. The new act places a duty on authorities to carry out a homelessness review and formulate a homelessness strategy in 2018 and every 4 years thereafter. Cardiff currently has a homelessness strategy and it is proposed to update this during the current year. Although the new duty does not come into force until 2018 it is proposed to take into account the new guidelines, wherever possible, when carrying out the current review.

Homelessness Duties

5. The duties under the new act have been extended to include a wider advice and prevention role for households who are homeless or at risk of becoming homeless.
6. The Council will have a duty to:
 - Provide information, advice and assistance for all people with a local connection to the area.
 - Provide help to prevent homelessness and help to secure accommodation. This duty applies to all households other than some persons from abroad.
 - Provide accommodation for applicants in priority need. This duty is similar to the current requirement and applies only to those in the priority need categories such as pregnant women, those with dependent children and those with physical or mental disabilities. Prison leavers are no longer regarded as in priority need unless they are vulnerable. A full list of the priority need categories is set out at Appendix A.

Information, Advice & Assistance

7. Information to assist those facing homelessness is already provided through the Cardiff housing website and the Housing Options service. This information is currently being reviewed and improved in preparation for the new duties. The advice available through the Hubs will also be improved and will be provided alongside information on the social housing allocation policy to give more holistic approach.

Help to Prevent Homelessness and Secure Accommodation

8. Currently the Council's Housing Options Centre assists approximately 100 people each week who are seeking assistance regarding their housing situation and potential homelessness. Advice and mediation services to prevent homelessness are part of current service provision. Help for people without priority need to secure accommodation is provided through assistance with bonds for private rented properties and access to Hostel accommodation via a multi agency Gateway.
9. To respond to the increased demands of the Act a new Housing Solutions Team is being created within the Housing Options Centre to improve prevention services and to encourage private sector landlords to let their properties to homeless households.
10. The service currently operates a bond scheme and this will be extended using the funding provided by the Welsh Government. Additionally other options for extending the bonds are being investigated by reviewing best practice from other authorities.
11. In addition work will be undertaken to better co-ordinate floating support and supported housing to ensure it is focused on helping those most in

need.

The provision of accommodation for those in priority need

12. At present, where a person is assessed as in priority need, the Council's homeless duty can only be met by providing social housing, i.e. a Council or Housing Association property.
13. Due to the shortage of social housing in the city homeless households can spend a long time in temporary accommodation waiting to be housed. This puts pressure on the Council's supply of temporary accommodation. There are currently 572 homeless households accommodated in temporary accommodation waiting to be housed.
14. Homeless households are often housed in a property that is not close to their support networks due to the lack of availability of social housing stock and high demand in many areas of the city.
15. Due to the need to give homeless households priority for social housing 40% of all available social lets are allocated to homelessness cases reducing the properties available for those on the Common Waiting list. There are currently 8,605 households registered on the list, many have significant levels of housing need and face long waiting times.
16. Under the new act, using the private rented sector to discharge the Council's duty to those in priority need becomes an option for the first time. Use of private sector properties, if used effectively, could help alleviate the issues caused by lack of social housing.

Proposed approach to use of private rented properties

17. It is proposed that the Council does make use of private rented properties to discharge its homeless duty subject to careful consideration of the needs of the individual and suitability of the property.
18. Each applicant would be assessed on an individual basis for their suitability for private rented accommodation, including factors such as their physical, mental and emotional health needs, their location preference and their previous tenancy history.
19. A financial assessment will be carried out to ensure that any tenancy offered is affordable. Any private sector properties that are made available will be at Local Housing Allowance rates and so will be affordable to those on benefits.
20. The officers at the Housing Options Service will in effect offer an 'accommodation finder service', looking to see if a property is available that meets the individual needs of the household, whether in the social or private sector.
21. Housing Solutions officers will visit each private sector property to check on the quality of accommodation to be offered, including compliance checks under the Housing Health and Safety Rating System. Inventories

will be taken to ensure and validate any future claims on bonds.

22. The Housing Solutions service will also offer the private landlord an ongoing service and single point of contact to help resolve any issues with the tenancy that might arise.
23. Only tenancies which will last at least six months will be considered appropriate. Where possible the landlord will be encouraged to offer a longer term at the outset.
24. It is proposed that use of the private rented sector will generally be considered for all applicants, the following groups will not normally be offered private accommodation:
 - where a person requires specialist supported accommodation
 - Where a household needs specific adaptations to their property due to infirmity, disability or life-limiting illness
 - People aged 16 or 17 years
25. For those with a limited 'leave to remain' decision, these households will predominantly be offered private sector accommodation due to the uncertainty over their length of stay in the country.

Households who have made themselves intentionally homeless

26. The new Act gives local authorities the option to continue to assess whether the applicant is intentionally homeless and to take this into account in determining whether they should be provided with accommodation.
27. While it is not envisaged that this power would be used in a large number of cases (only 5% of homeless cases were found to be intentionally homeless in 2014) it is still considered important that this remains an option.
28. Consideration of intentionality works as a deterrent to households to discourage them from giving up accommodation which is suitable for their needs. It also deters behaviour which could lead to loss of accommodation such as deliberately failing to pay the rent or serious antisocial behaviour. It recognises the expectation that, where possible, people should take responsibility for their actions.
29. To continue to consider "Intentionality" the Council must notify the Welsh Government and publish which priority need categories the 'intentionality test' will be applied to. These categories are set out in appendix A
30. It is proposed that intentionality should be considered for all of the priority need categories with the exception of 16/17 year olds, who it is felt cannot be deemed responsible for any loss of previous accommodation.
31. Each case will be considered carefully on an individual basis to ascertain whether the loss of tenancy was really deliberate and to identify any

mitigating factors which should be taken into account such as whether they had unmet support needs which resulted in difficulty sustaining the tenancy or whether failure to pay rent was a result of financial difficulties beyond the applicants control.

32. If found intentionally homeless the Council will not have a duty to provide accommodation however will still have a duty to provide advice and assistance and also help to secure accommodation. The Council will also need to provide temporary accommodation while the applicant seeks their own accommodation.

Reason for Recommendations

33. To agree the approach to be taken to the implementation of the new homelessness legislation. The decision to consider intentionality in making homeless decisions must be forwarded to the Welsh Government and published on the Council's website 14 days before it can be brought into force.

Financial Implications

34. The Welsh Government has made available transitional funding for the implementation of the new homelessness legislation under the Housing Wales Act 2014. This funding is for the 3 year period 2015/16 to 2017/18 and the grant award for Cardiff for 2015/16 has been confirmed as £520,714. It is proposed that this grant will be utilised to meet all costs of the new responsibilities including additional staffing resources and the payment of bonds and other measures.

Legal Implications

35. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council eg. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.
36. The Council may not have regard to intentionality, unless it has decided to have regard to one or more of the categories of applicants of applicants specified by Welsh Ministers in Section 78(1) of the Housing Wales Act 2014.
37. When discharging a housing function to secure that accommodation is available for an applicant who is homeless, or threatened with homelessness, a local authority must ensure that is suitable.
38. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the

need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. 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

As such a decision to implement the proposal has to be made in the context of the Council's equality act public sector duties.

39. The report identifies that an Equality Impact Assessment has been carried out and is appended at Appendix B. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty.
40. The decision maker must have due regard to the Equality Impact Assessment in making its decision.
41. The decision maker must also have regard to certain other matters when making its decision as outlined in the Statutory Screening tool. The decision maker is therefore referred to the Screening Tool attached at Appendix C.

HR Implications

42. There are no direct human resources implications.

RECOMMENDATIONS

Cabinet is recommended to approve the approach to implementing the homelessness legislation contained within the Housing Wales Act 2014 as outlined in this report with effect from 27th April 2015.

SARAH MCGILL

Director

27 March 2015

The following appendices are attached:

- Appendix A - Priority Need Group
- Appendix B – Equality Impact Assessment
- Appendix C – Statutory Screening Tool

Priority Need Categories

The following categories of applicants fall within the priority need categories:

- A pregnant woman;
- A person with whom a dependent child resides;
- A person who is vulnerable as a result of some special reason (for example: old age, physical or mental illness or physical or mental disability);
- A person who is homeless or threatened with homelessness as a result of an emergency such as flood, fire or other disaster
- A person who is homeless as a result of being subject to domestic abuse;
- A person who is aged 16 or 17;
- A person who has attained the age of 18, but not the age of 21, who is at particular risk of sexual or financial exploitation;
- A person who has attained the age of 18, but not the age of 21, who was 'Looked After', accommodated or fostered at any time while under the age of 18;
- A person who has served in the regular armed forces of the Crown who has been homeless since leaving those forces;
- A person who has a local connection with the area of the Local Housing Authority and who is vulnerable as a result of one of the following reasons:
 - i. Having served a custodial sentence within the meaning of section 76 of the Powers of Criminal Courts (Sentencing) Act 2000,
 - ii. Having been remanded in or committed to custody by an order of a court, or
 - iii. Having been remanded to youth detention accommodation under section 91(4) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012.



**Equality Impact Assessment
Corporate Assessment Template**

Policy/Strategy/Project/Procedure/Service/Function Title:

Implementing Part 2 of the Housing (Wales) Act 2014

New/Existing/Updating/Amending: New

Who is responsible for developing and implementing the Policy?

Name: Sarah McGill

Job Title: Director for Communities, Housing & Customer Services

Service Team: Policy & Development

Service Area: Communities – Housing & Communities

Assessment Date: March 2015

1. What are the objectives of the Policy?

1. Part 2 of the Housing Wales Act 2014 comes into force on 27th April 2015, and sets out the duties of local authorities to assist those facing homelessness. This new legislation requires local authorities to do more to help households to prevent homelessness and to find alternative accommodation. For the first time the legislation allows local authorities to use the private rented sector to discharge its homeless duties. Funding has been provided to assist with the implementation of the new legislation.
2. The new act places a duty on authorities to carry out a homelessness review and formulate a homelessness strategy in 2018 and every 4 years thereafter. Cardiff currently has a homelessness strategy and it is proposed to update this during the current year. Although the new duty does not come into force until 2018 it is proposed to take into account the new guidelines, wherever possible, when carrying out the current review.

Homelessness Duties

3. The duties under the new act have been extended to include a wider advice and prevention role for households who are homeless or at risk of becoming homeless.
4. The Council will have a duty to:
 - Provide information, advice and assistance for all people with a local connection to the area.
 - Provide help to prevent homelessness and help to secure accommodation. This duty applies to all households other than some persons from abroad.
 - Provide accommodation for applicants in priority need. This duty is similar to the current requirement and applies only to those in the priority need categories such as pregnant women, those with dependent children and those with physical or mental disabilities. Prison leavers are no longer regarded as in priority need unless they are vulnerable. A full list of the priority need categories is set out at Appendix A.

**Equality Impact Assessment
Corporate Assessment Template**

Information, Advice & Assistance

5. Information to assist those facing homelessness is already provided through the Cardiff housing website and the Housing Options service. This information is currently being reviewed and improved in preparation for the new duties. The advice available through the Hubs will also be improved and will be provided alongside information on the social housing allocation policy to give more holistic approach.

Help to Prevent Homelessness and Secure Accommodation

6. Currently the Council's Housing Options Centre assists approximately 100 people each week who are seeking assistance regarding their housing situation and potential homelessness. Advice and mediation services to prevent homelessness are part of current service provision. Help for people without priority need to secure accommodation is provided through assistance with bonds for private rented properties and access to Hostel accommodation via a multi agency Gateway.
7. To respond to the increased demands of the Act a new Housing Solutions Team is being created within the Housing Options Centre to improve prevention services and to encourage private sector landlords to let their properties to homeless households.
8. The service currently operates a bond scheme and this will be extended using the funding provided by the Welsh Government. Additionally other options for extending the bonds are being investigated by reviewing best practice from other authorities.
9. In addition work will be undertaken to better co-ordinate floating support and supported housing to ensure it is focused on helping those most in need.

The provision of accommodation for those in priority need

10. At present, where a person is assessed as in priority need, the Council's homeless duty can only be met by providing social housing, i.e. a Council or Housing Association property. Priority need categories are listed below:
- a. A pregnant woman;
 - b. A person with whom a dependent child resides;
 - c. A person who is vulnerable as a result of some special reason (for example: old age, physical or mental illness or physical or mental disability);
 - d. A person who is homeless or threatened with homelessness as a result of an emergency such as flood, fire or other disaster
 - e. A person who is homeless as a result of being subject to domestic abuse;
 - f. A person who is aged 16 or 17;
 - g. A person who has attained the age of 18, but not the age of 21, who is at particular risk of sexual or financial exploitation;

**Equality Impact Assessment
Corporate Assessment Template**

- h. A person who has attained the age of 18, but not the age of 21, who was 'Looked After', accommodated or fostered at any time while under the age of 18;
 - i. A person who has served in the regular armed forces of the Crown who has been homeless since leaving those forces;
 - j. A person who has a local connection with the area of the Local Housing Authority and who is vulnerable as a result of one of the following reasons:
 - i. Having served a custodial sentence within the meaning of section 76 of the Powers of Criminal Courts (Sentencing) Act 2000,
 - ii. Having been remanded in or committed to custody by an order of a court, or
 - iii. Having been remanded to youth detention accommodation under section 91(4) of the Legal Aid, Sentencing and Punishment of Offenders Act 2012.
11. Due to the shortage of social housing in the city homeless households can spend a long time in temporary accommodation waiting to be housed. This puts pressure on the Council's supply of temporary accommodation. There are currently 567 (Feb 2015) homeless households accommodated in temporary accommodation waiting to be housed.
12. Homeless households are often housed in a property that is not close to their support networks due to the lack of availability of social housing stock and high demand in many areas of the city.
13. Due to the need to give homeless households priority for social housing 40% of all available social lets are allocated to homelessness cases reducing the properties available for those on the Common Waiting list. There are currently 8,605 households registered on the list, many have significant levels of housing need and face long waiting times.
14. Under the new act, using the private rented sector to discharge the Council's duty to those in priority need becomes an option for the first time. Use of private sector properties, if used effectively, could help alleviate the issues caused by lack of social housing.

Proposed approach to use of private rented properties

15. It is proposed that the Council does make use of private rented properties to discharge its homeless duty subject to careful consideration of the needs of the individual and suitability of the property.
16. Each applicant would be assessed on an individual basis for their suitability for private rented accommodation, including factors such as their physical, mental and emotional health needs, their location preference and their previous tenancy history.

**Equality Impact Assessment
Corporate Assessment Template**

17. A financial assessment will be carried out to ensure that any tenancy offered is affordable. Any private sector properties that are made available will be at Local Housing Allowance rates and so will be affordable to those on benefits.
18. The officers at the Housing Options Service will in effect offer an 'accommodation finder service', looking to see if a property is available that meets the individual needs of the household, whether in the social or private sector.
19. Housing Solutions officers will visit each private sector property to check on the quality of accommodation to be offered, including compliance checks under the Housing Health and Safety Rating System. Inventories will be taken to ensure and validate any future claims on bonds.
20. The Housing Solutions service will also offer the private landlord an ongoing service and single point of contact to help resolve any issues with the tenancy that might arise.
21. Only tenancies which will last at least six month will be considered appropriate. Where possible the landlord will be encouraged to offer a longer term at the outset.
22. It is proposed that use of the private rented sector will generally be considered for all applicants, the following groups will not normally be offered private accommodation:
 - where a person requires specialist supported accommodation
 - Where a household needs specific adaptations to their property due to infirmity, disability or life-limiting illness
 - People aged 16 or 17 years
23. For those with a limited 'leave to remain' decision, these households will predominantly be offered private sector accommodation due to the uncertainty over their length of stay in the country.

Households who have made themselves intentionally homeless

24. The new Act gives local authorities the option to continue to assess whether the applicant is intentionally homeless and to take this into account in determining whether they should be provided with accommodation.
25. While it is not envisaged that this power would be used in a large number of cases (only 5% of homeless cases were found to be intentionally homeless in 2014) it is still considered important that this remains an option.

**Equality Impact Assessment
Corporate Assessment Template**

26. Consideration of intentionality works as a deterrent to households to discourage them from giving up accommodation which is suitable for their needs. It also deters behaviour which could lead to loss of accommodation such as deliberately failing to pay the rent or serious antisocial behaviour. It recognises the expectation that, where possible, people should take responsibility for their actions.
27. To continue to consider “Intentionality” the Council must notify the Welsh Government and publish which priority need categories the ‘intentionality test’ will be applied to. These categories are set out in appendix A
28. It is proposed that intentionality should be considered for all of the priority need categories with the exception of 16/17 year olds, who it is felt cannot be deemed responsible for any loss of previous accommodation.
29. Each case will be considered carefully on an individual basis to ascertain whether the loss of tenancy was really deliberate and to identify any mitigating factors which should be taken into account such as whether they had unmet support needs which resulted in difficulty sustaining the tenancy or whether failure to pay rent was a result of financial difficulties beyond the applicants control.
30. If found intentionally homeless the Council will not have a duty to provide accommodation however will still have a duty to provide advice and assistance and also help to secure accommodation. The Council will also be need to provide temporary accommodation while the applicant seeks their own accommodation.

2. Please provide background information on the Policy / Strategy / Project / Procedure / Service / Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

The housing Options Centre sees 100 clients a week. Most of these clients are vulnerable in some way.

There were 567 households in temporary accommodation in February 2015. Under the legislation priority is given to certain of the protected groups including:

- A pregnant woman;
- A person with whom a dependent child resides;
- A person who is vulnerable as a result of some special reason (for example: old age, physical or mental illness or physical or mental disability);
- A person who is homeless as a result of being subject to domestic abuse;
- A person who is aged 16 or 17;

Equality Impact Assessment Corporate Assessment Template

- A person who has attained the age of 18, but not the age of 21, who is at particular risk of sexual or financial exploitation;
- A person who has attained the age of 18, but not the age of 21, who was 'Looked After', accommodated or fostered at any time while under the age of 18;

However under the new legislation the duties to the wider population are increased and the council must offer advice and assistance, prevention activity and help to secure accommodation to all.

In 2013/14 73% of homeless applicants declared that they were white British compared 27% declaring a range of different ethnicities with the largest single group being "Any other white background" closely followed by "African". Of priority groups helped the largest single group was those with dependent children who made up 21.9%, 10.7% were young people, 3.3% were suffering from a physical illness and 3.4% a mental illness. Only 0.5% were recorded as priority need purely due to old age.

Some persons from abroad do not qualify for any help other than advice, information and assistance. The prevention duty does not apply. There remain homelessness issues around people with no recourse to public funds and in particular an issue with rough sleeping. Information and advice is given to this group with assistance from the Councils partner organisations.

3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on younger / older people?

	Yes	No	N/A
Up to 18 years	✓		
18 - 65 years	✓		
Over 65 years	✓		

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

Of priority groups helped the largest single group was those with dependent children who made up 21.9%, 10.7% were young people.

In addition to advice and assistance, 16/17 year olds have access to a specialist mediation service which will attempt to ensure that these young people remain in the family home if it is safe and practical for them to do so. Where this is not possible it is likely that such young people will normally be offered social housing as a final solution to their homelessness, rather than accommodation in the private rented sector. 16/17 year olds will not be considered as Intentionally homeless.

All other age groups will be offered the full range of homelessness prevention options

Equality Impact Assessment Corporate Assessment Template

and assistance with accommodation and their individual needs will be fully taken into account when considering appropriate accommodation solutions.

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

Ensure any new staff are fully trained on equality issue
Ensure that equality issues are considered in all new procedures.

3.2 Disability

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	✓		
Physical Impairment	✓		
Visual Impairment	✓		
Learning Disability	✓		
Long-Standing Illness or Health Condition	✓		
Mental Health	✓		
Substance Misuse	✓		
Other			

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

The following groups are treated as a priority under the homeless legislation.

- A person who is vulnerable as a result of some special reason (for example: old age, physical or mental illness or physical or mental disability);

3.3% of priority need applicants in 2013/14 had physical disability and 3.4% a mental illness /learning disability.

Private sector accommodation will be considered for all applicants however it has been accepted that this is unlikely to be appropriate for some cases including:

- Where a person requires specialist supported accommodation
- Where a household needs specific adaptations to their property due to infirmity, disability or life-limiting illness

Intentionality will continued to be considered for all cases regardless of disability however full consideration will be given to the circumstances including any unmet support needs and financial difficulties.

People with a disability will be provided with additional assistance in discussing their housing needs. The Housing Options Centre was built to specifically cater for those with disabilities and staff have been trained on equality issues.

Equality Impact Assessment Corporate Assessment Template

Some applicants may need temporary or permanent accommodation which is specifically adapted to meet their needs due to disability or health issues, or which meets other requirements such as the need for ground floor accommodation / level access. The provision of effective housing options advice will ensure that applicants with specific needs are assisted appropriately (including registration with the Cardiff Accessible Homes Scheme for adapted accommodation).

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

Ensure any new staff are fully trained on equality issue
Ensure that equality issues are considered in all new procedures.

3.3 Gender Reassignment

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on transgender people?

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

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

Transgender individuals will be assisted under the same principles being applied to all client groups under this proposal.

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

3.4. Marriage and Civil Partnership

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage		✓	
Civil Partnership		✓	

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

No differential impact identified

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

3.5 Pregnancy and Maternity

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on pregnancy and maternity?

**Equality Impact Assessment
Corporate Assessment Template**

	Yes	No	N/A
Pregnancy	✓		
Maternity	✓		

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

Pregnant women are one of the protected categories under the homeless legislation. In 2013/14 8.1% of households were considered in priority need due to pregnancy. Private sector accommodation would be considered suitable for pregnant women subject to full assessment of their individual needs. They will also be considered for intentionality however again the full circumstances of the case will be considered.

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

No new actions identified

3.6 Race

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on the following groups?

	Yes	No	N/A
White		✓	
Mixed / Multiple Ethnic Groups		✓	
Asian / Asian British		✓	
Black / African / Caribbean / Black British		✓	
Other Ethnic Groups		✓	

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

In 2013/14 73% of homeless applicants declared that they were white British compared 27% declaring a range of different ethnicities with the largest single group being "Any other white background" closely followed by "African".

Under the new proposals more advice will be provided in the Hubs. This will have a positive impact on ethnic minority applicants as services in the Hubs are tailored to the specific populations that they serve, the staff within the Hubs speak a range of languages including eastern European and Somali / Arabic which are the most popular languages.

The legislation excludes some persons from abroad from help under the new legislation; however this impacts on any groups without recourse to public funds and is not specific to any particular racial groups. Where the applicant has limited leave to remain consideration will be given to providing accommodation in the private rented sector rather than social tenancy due to the uncertainty over length of stay, however all circumstances will be taken into account and where appropriate a social housing tenancy will be provided to those with limited leave.

Staff within the service are fully trained on equality issues.

**Equality Impact Assessment
Corporate Assessment Template**

What action(s) can you take to address the differential impact?
Ensure new staff are fully trained on equality issues

3.7 Religion, Belief or Non-Belief

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist		✓	
Christian		✓	
Hindu		✓	
Humanist		✓	
Jewish		✓	
Muslim		✓	
Sikh		✓	
Other		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No impact identified
What action(s) can you take to address the differential impact?

3.8 Sex

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on men and/or women?

	Yes	No	N/A
Men		✓	
Women		✓	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.
No impact identified
What action(s) can you take to address the differential impact?

3.9 Sexual Orientation

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive]** on the following groups?

	Yes	No	N/A
Bisexual		✓	

Equality Impact Assessment Corporate Assessment Template

Gay Men		✓	
Gay Women/Lesbians		✓	
Heterosexual/Straight		✓	

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

No Impact identified

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

3.10 Welsh Language

Will this Policy / Strategy / Project / Procedure / Service / Function have a **differential impact [positive / negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language		✓	

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

The proposals will not affect anyone's right to have a service delivered in the Welsh language should they request it.

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

N/A

4. Consultation and Engagement

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

N/A

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

Groups	Actions
Age	
Disability	
Gender Reassignment	
Marriage & Civil Partnership	
Pregnancy & Maternity	
Race	
Religion/Belief	
Sex	
Sexual Orientation	
Welsh Language	

Equality Impact Assessment Corporate Assessment Template

Generic Over-Archiving [applicable to all the above groups]	Ensure all new staff are training on equality issues Ensure all new procedures fully take into account equality issues.
---	--

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

Completed By : Jane Thomas	Date:
Designation: Assistant Director Housing and Communities	March 2015
Approved By: Sarah McGill	
Designation: Director of Communities, Housing and Customer Services	
Service Area: Communities	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk



Cardiff Council Statutory Screening Tool Guidance

If you are developing a strategy, policy or activity that is likely to impact people, communities or land use in any way then there are a number of statutory requirements that apply. Failure to comply with these requirements, or demonstrate due regard, can expose the Council to legal challenge or other forms of reproach.

For instance, this will apply to strategies (i.e. Housing Strategy or Disabled Play Strategy), policies (i.e. Procurement Policy) or activity (i.e. developing new play area).

Completing the Statutory Screening Tool will ensure that all Cardiff Council strategies, policies and activities comply with relevant statutory obligations and responsibilities. Where a more detailed consideration of an issue is required, the Screening Tool will identify if there is a need for a full impact assessment, as relevant.

The main statutory requirements that strategies, policies or activities must reflect include:

- **Equality Act 2010 - Equality Impact Assessment**
- **Welsh Government's Sustainable Development Bill**
- **Welsh Government's Statutory Guidance - Shared Purpose Shared Delivery**
- **United Nations Convention on the Rights of the Child**
- **United Nations Principles for Older Persons**
- **Welsh Language Measure 2011**
- **Health Impact Assessment**
- **Habitats Regulations Assessment**
- **Strategic Environmental Assessment**

This Statutory Screening Tool allows us to meet all the requirements of all these pieces of legislation as part of an integrated screening method that usually taken no longer than an hour.

The Screening Tool can be completed as a self assessment or as part of a facilitated session, should further support be needed. For further information or if you require a facilitated session please contact the Policy, Partnerships and Citizen Focus Team on 02920 72685 e-mail: nwood@cardiff.gov.uk. Please note:

- **The completed Screening Tool must be submitted as an appendix with the Cabinet report.**
- **The completed screening tool will be published on the intranet.**



Statutory Screening Tool

Name of Strategy / Policy / Activity: Implementing Part 2 of the Housing Wales Act 2014	Date of Screening: 16th March 2015
Service Area/Section: Housing & Communities	Lead Officer: Sarah McGill
Attendees:	

<p>What are the objectives of the Policy/Strategy/Project/Procedure/Service/Function</p> <p>Part 2 of the Housing Wales Act 2014 comes into force on 27th April 2015 and sets out the duties of local authorities to assist those facing homelessness. This new legislation required local authorities to do more to help households to prevent homelessness and to find alternative accommodation. For the first time the legislation allows local authorities to use the private rented sector to discharge its homeless duties. Funding has been provided to assist with the implementation of the new legislation.</p>	<p>Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]</p> <p>The housing Options Centre sees 100 clients a week. Most of these clients are vulnerable in some way.</p> <p>There were 567 households in temporary accommodation in February 2015. Under the legislation priority is given to certain of the protected groups including:</p> <ul style="list-style-type: none"> • A pregnant woman; • A person with whom a dependent child resides; • A person who is vulnerable as a result of some special reason (for example: old age, physical or mental illness or physical or mental disability); • A person who is homeless as a result of being subject to domestic abuse; • A person who is aged 16 or 17; • A person who has attained the age of 18, but not the age of 21, who is at particular risk of sexual or financial exploitation; • A person who has attained the age of 18, but not the age of 21, who was 'Looked After', accommodated or fostered at any time while under the age of 18; <p>However under the new legislation the duties to the wider population are increased and the council must offer advice and assistance, prevention activity and help to secure accommodation to all.</p> <p>Some persons from abroad do not qualify for any help other than advice, information and assistance. The prevention duty does not apply. There remain homelessness issues around people with no recourse to public funds and in particular an issue with rough sleeping. Information and advice is given to this group with assistance from the Councils partner organisations.</p>
--	--

Part 1: Impact on outcomes and due regard to Sustainable Development

Please use the following scale when considering what contribution the activity makes:	
+	Positive contribution to the outcome
-	Negative contribution to the outcome
ntrl	Neutral contribution to the outcome
Uncertain	Uncertain if any contribution is made to the outcome

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick			Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	
1.1	<p>People in Cardiff are healthy; <i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <i>the promotion of good health, prevention of damaging behaviour, promote healthy eating/active lifestyles etc,</i> <i>vulnerable citizens and areas of multiple deprivation</i> <i>Addressing instances of inequality in health</i> <p>People in Cardiff have a clean, attractive and sustainable environment; <i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <i>the causes and consequences of Climate Change and creating a carbon lite city</i> <i>encouraging walking, cycling, and use of public transport and improving access to countryside and open space</i> <i>reducing environmental pollution (land, air, noise and water)</i> <i>reducing consumption and encouraging waste reduction, reuse, recycling and recovery</i> <i>encouraging biodiversity</i> 	✓			<p>Good housing is key to Health. The new duties to help more people with homeless will improve outcomes.</p> <p>Any private sector accommodation used for homelessness will be checked by a Housing Solutions Officer</p>
1.3	<p>People in Cardiff are safe and feel safe; <i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <i>reducing crime, fear of crime and increasing safety of individuals</i> <i>addressing anti-social behaviour</i> 			✓	

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick			Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	
	<ul style="list-style-type: none"> protecting vulnerable adults and children in Cardiff from harm or abuse 			Un-Crtn	
1.4	<p>Cardiff has a thriving and prosperous economy; Consider the potential impact on</p> <ul style="list-style-type: none"> economic competitiveness (enterprise activity, social enterprises, average earnings, improve productivity) Assisting those Not in Education, Employment or Training attracting and retaining workers (new employment and training opportunities, increase the value of employment,) promoting local procurement opportunities or enhancing the capacity of local companies to compete 			✓	
1.5	<p>People in Cardiff achieve their full potential; Consider the potential impact on</p> <ul style="list-style-type: none"> promoting and improving access to life-long learning in Cardiff raising levels of skills and qualifications giving children the best start improving the understanding of sustainability addressing child poverty (financial poverty, access poverty, participation poverty) the United Nations Convention on the Rights of a Child and Principles for Older persons 	✓			Good housing is key to achieving potential. The new duties to help more people with homeless will improve outcomes.
1.6	<p>Cardiff is a Great Place to Live, Work and Play Consider the potential impact on</p> <ul style="list-style-type: none"> promoting the cultural diversity of Cardiff encouraging participation and access for all to physical activity, leisure & culture play opportunities for Children and Young People protecting and enhancing the landscape and historic heritage of Cardiff promoting the City's international links 			✓	

	Has the Strategy/Policy/Activity considered how it will impact one or more of Cardiff's 7 Citizen focused Outcomes?	Please Tick			Evidence or suggestion for improvement/mitigation
		+	-	Ntrl	
		Yes	No		
	Is a Full Equality Impact Assessment Required?	✓			
	Is a Full Child Rights Impact Assessment Required		✓		
1.8	<p>The Council delivers positive outcomes for the city and its citizens through strong partnerships</p> <p><i>Consider the potential impact on</i></p> <ul style="list-style-type: none"> <i>strengthening partnerships with business and voluntary sectors</i> <i>the collaboration agenda and the potential for shared services, cross-boundary working and efficiency savings</i> 	✓			Partnership working is key to provision of homeless services Supported Accommodation is overseen by the Regional Collaborative Committee

SUMMARY OF APPRAISAL (highlight positive and negative effects of the policy / plan / project being assessed, demonstrating how it contributes to the economic, social and environmental sustainability of the city):

One of the wider duties under the act will have a positive impact on homelessness and this in turn should improve outcomes across a range of indicators.

WHAT ACTIONS HAVE BEEN IDENTIFIED OR CHANGES BEEN MADE TO THE POLICY / PLAN / PROJECT AS A RESULT OF THIS APPRAISAL:

None however see EIA

Part 2: Strategic Environmental Assessment Screening

		Yes	No
2.1	Does the plan or programme set the framework for future development consent?		✓
2.2	Is the plan or programme likely to have significant, positive or negative, environmental effects?		✓

Is a Full Strategic Environmental Assessment Screening Needed?	Yes	No
<ul style="list-style-type: none"> ▪ If yes has been ticked to both questions 2.1 and 2.2 then the answer is yes ▪ If a full SEA Screening is required then please contact the Sustainable Development Unit to arrange (details below) 		✓

If you have any doubt on your answers to the above questions regarding SEA then please consult with the Sustainable Development Unit on 2087 3228 sustainabledevelopment@cardiff.gov.uk

Part 3: Habitat Regulation Assessment (HRA)

		Yes	No	Unsure
3.1	Will the plan, project or programme results in an activity which is known to affect a European site, such as the Severn Estuary or the Cardiff Beech Woods?		✓	
3.2	Will the plan, project or programme which steers development towards an area that includes a European site, such as the Severn Estuary or the Cardiff Beech Woods or may indirectly affect a European site?		✓	
3.3	Is a full HRA needed?		✓	

Details of the strategy will be sent to the County Ecologist on completion of the process to determine if a Habitat Regulation Assessment is needed. For further information please phone 2087 3215 or email biodiversity@cardiff.gov.uk

Appendix 1 – Statutory Requirements

It is possible that the Impact Screening Tool will identify the need to undertake specific statutory assessments:

- **Equality Impact Assessment:** *This assessment is required by the Equality Act 2010 and Welsh Government’s Equality Regulations 2011.*
- **Sustainable Development Bill:** *The Bill, when it comes into effect, will require sustainable development (SD) to be a central organising principle for the organisation. This means that there is a duty to consider SD in the strategic decision making processes.*
- **Shared Purpose Shared Delivery-** *The Welsh Government requires local authorities to produce a single integrated plan to meet statutory requirements under a range of legislation. Cardiff Council must therefore demonstrate its contribution towards Cardiff’s own integrated plan; “What Matters”.*
- **United Nations Convention on the Rights of the Child:** *The Children Act 2004 guidance for Wales requires local authorities and their partners to have regard to the United Nations Convention on the Rights of a Child.*
- **United Nations Principles for Older Persons:** *The principles require a consideration of independence, participation, care, self-fulfillment and dignity.*
- **The Welsh Language Measure 2011:** *The measure sets out official status for the Welsh language, a Welsh language Commissioner, and the freedom to speak Welsh.*
- **Health Impact Assessment:** *(HIA) considers policies, programmes or projects for their potential effects on the health of a population*
- **Strategic Environmental Impact Assessment:** *A Strategic Environmental Assessment (SEA) is an European Directive for plans, programmes and policies with land use implications and significant environmental effects.*
- **Habitats Regulations Assessment:** *The Conservation (Natural Habitats, &c.) (Amendment) Regulations 2007 provides a requirement to undertake Habitats Regulations Assessment (HRA) of land use plans.*

This page is intentionally left blank

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 2 APRIL 2015

**RESTRICTING ACCESS TO PAY DAY LENDING COMPANIES
ON COUNCIL WEBSITES**

**REPORT OF DIRECTOR OF COMMUNITIES, HOUSING &
CUSTOMER SERVICES**

AGENDA ITEM: 10

**PORTFOLIO: SAFETY, ENGAGEMENT AND DEMOCRACY (COUNCILLOR
DAN DE'ATH)**

Reason for this Report

1. The report seeks authority to undertake changes to Council policy to limit the visibility of websites identified as “pay day lenders”, and signpost those seeking to access that facility to appropriate support.

Background

2. The Council’s Corporate Plan 2015-17 identifies clear priorities for the organisation. One of these priorities is “supporting people in vulnerable situations”. In October 2014, the Cabinet also agreed a renewed set of Co-operative Values, focusing on fairness, openness and working together.
3. In view of this, the Council is taking forward a number of activities focused on creating a fairer Cardiff. This includes taking forward best practice identified by the members of the Co-operative Councils Innovation Network, which the Council formally agreed to join in April 2014. Promoting more sustainable alternatives to pay day lenders is also an approach adopted by a number of other areas, including members of the UK Core Cities Group and some Welsh Local Authorities. This report focuses on how the City of Cardiff Council can support vulnerable people seeking high interest short term loans from companies deemed “pay day lenders”.

Issues

4. A Credit Working Group was established to develop proposals and make recommendations about how City of Cardiff Council can act to improve access to credit for low income households. The terms of reference for the group were set out as follows:

- To investigate the issues which prevent low income households from accessing credit and the reasons for the proliferation of high interest lenders and loan sharks.
 - To investigate ways that access to the services of ethical lenders such as the Credit Union can be promoted and extended.
 - To understand and highlight the wider issues around banking and in particular the availability and promotion of basic bank accounts and budgeting accounts such as the credit union jam jar account.
5. The pressures caused by a difficult economic climate and the challenges associated with welfare reform has meant that access to affordable credit remains a prominent issue. It is recognised that people in the lowest income groups and those in vulnerable situations are likely to have low levels of savings. Unexpected expenditure or essential costs are therefore likely to be funded by credit. The situation for low income groups will often be compounded by the cost of accessing credit being made more expensive due to their financial situation and credit history.
 6. This has led to a reliance on short term high interest lenders, or “pay day loan companies”. However, the report of the Credit Working Group in March 2014 noted that the use of pay day loans do not address some of the underlying issues and often exacerbate any financial difficulties. The evidence suggests that the services they offer are not necessarily in the best long term interests of their customers. It should be made clear, however, that pay day loan companies do not act illegally.
 7. Research undertaken as part of the Credit Working Group found that pay day lenders are used by around 6% of low income families – with 70% of those taking pay day loans being from a low income background. Last year, the Financial Conduct Authority (FCA) announced a cap on the amount of interest charged by pay day lenders. A total cost cap of 100% has ensured that the total recoverable by way of the amount borrowed together with any fees and interest charged in relation to that loan cannot exceed 200% of the amount borrowed. However, the cost of loans can still be significant. This demonstrates that addressing the issue of high interest loans is a nationally recognised matter, and that whilst the FCA have acted, the Cabinet believe that the Council can provide further action in this area to support local people in vulnerable situations.
 8. The Cardiff Credit Working Group made a series of recommendations in its report about how the Council could act to improve access to credit for low income households. The Council and its partners have responded to a number of the recommendations made by the Group, and this report outlines how the Council will respond to the Working Group recommendation that the Council “*restrict access to websites that offer high interest loans.*”

Supporting those in need

9. The Council's co-operative values place an emphasis on fairness, and it is a corporate priority to support people in vulnerable situations. Partners in Cardiff already offer a range of important services to help those in need of advice and support. These include:
 - The **Illegal Money Lending Unit Wales** tackles the practice of illegal money lending, provides support to victims on managing their debts, and also undertakes preventative training in schools. It provides training for front-line professionals on identifying those at risk of illegal money lending and the support that is available.
 - The **Money Advice Team** based at Marland House provides advice on budgeting, how to deal with debt and negotiates with creditors on client's behalf. It also helps maximise income by identifying entitlement to various benefits, provides support on fuel poverty and advice on how to deal with any difficulties resulting from welfare reform. In serious cases it can refer clients to debt specialists.
 - **Community Hubs** offer a range of services, including from partners organisations such as the Citizens Advice Bureau, which can help support low income families and those who may be struggling with debt. This includes Benefits and Housing advice teams, amongst others, who can ensure that those in needs are receiving the support they are entitled to. Specific sessions are also held by partners on how to manage finances and in many Hubs there is a presence from the Cardiff and Vale Credit Union.
10. The Cabinet wish to makes best use of this support to assist staff and service users to make informed choices about pay day lending services. It is therefore suggested that upon trying to access a high interest short term lending website via an internet facility administered by the Council, the user will be taken to a 'coaching' page providing a signposting service to appropriate advice and support. This would promote appropriate advice and support which is available, and could help identify alternative options to high interest loans. In this way the Council would not seek to interfere with a market facility or restrict people's ability to access what they may deem to be an appropriate option for them. The aim is to support people make more informed choices and help people access support that they may not be aware of.
11. Any attempt to access pay day lending websites from a Council computer or via a Council web-server will consequently be met by a holding page advising the user of the alternatives available. Should the user want to proceed and access the pay-day lending site, the "Coaching Page" will allow them to do so. Whist this report focuses on the issue of access to high interest lenders, it forms part of the Council's overall commitment to protecting vulnerable people and promoting fairness across the city.

Implementation

12. The Council has the ability to provide a “Coaching Page” on all Council administered web pages. This will include access to the internet at Council buildings such as County Hall and Wilcox House, and in community buildings such as libraries and community centres. It can also include schools, though each school has discretion to administer its own policy. Where it is within the Council’s gift to do so, the Council will use its powers to provide support and advice to those seeking to access pay day lending services through the internet via a coaching page. It should be noted, however, that it is outside the Council’s gift to restrict access via public Wi-Fi internet connections.
13. The Cabinet will therefore act to provide advice and support upon access to pay day lending websites via a “Coaching Page”, which will signpost people to the support available. This will include promoting the support available at local Community Hubs, the Illegal Money Lending Unit and the Money Advice team and through recognised partner organisations such as the Money Advice Service and Cardiff and Vale Credit Union.
14. To develop and maintain a list of websites that will be prefaced with a “Coaching Page” the Council will work with partner organisations, including other Welsh local authorities, members of the Co-operative Council Innovation Network and the UK Core Cities Group to identify those deemed as high interest short term lenders. As there is no definitive or exhaustive list, this work will be undertaken on an appropriate and regular basis. The work with partners has so far led to a list of 308 pay day lending sites and will be reviewed periodically. It will also be compared with the findings of other partners, and updated on an appropriate and regular basis.
15. Other local authorities with which the Council has engaged to develop the approach include Carmarthenshire County Council, Newport City Council, Gwynedd Council and Rhondda Cynon Taf County Borough Council. Work has also been undertaken with partners in Glasgow and Leeds, who are members of the Core Cities group.

Reason for Recommendations

16. To enable the Council to establish a ‘coaching page’ for those trying to access pay day lending websites on Council computers and servers, restricting access and highlighting the available support.

Financial Implications

17. The cost of this development will be met from within existing resources.

Legal Implications

18. The intention is not to prevent access to so called pay-day loan facilities but to use any proposed access to sites operated by those providing

such facilities to highlight the availability of additional support which is already being provided.

19. This will only be implemented in respect of internet access being provided through the Council's facilities and does not exceed a proportionate and reasonable approach in pursuing its corporate objectives, in this case being that of supporting vulnerable people.
20. The proposals are not contrary to s17 Local Government Act 1988 (exclusion of non-commercial considerations).
21. Whilst the impecunious situation of those who might find themselves wishing to rely upon such loans is not a protected characteristic, some protected characteristics can also be associated with increased financial challenge or vulnerability. It is therefore considered that the proposal will promote equality of opportunity and good relations on the basis of protected characteristics.

RECOMMENDATION

The Cabinet is recommended to agree changes to ICT policy to restrict access to "pay day lenders" by redirect those attempting to access those websites to a Coaching Page.

SARAH MCGILL

Director

27 March 2015

This page is intentionally left blank