SUPPLEMENTARY PAPERS

Committee   POLICY REVIEW AND PERFORMANCE SCRUTINY COMMITTEE

**Date and Time   WEDNESDAY, 8 MAY 2019, 4.30 PM
of Meeting**

Venue   COMMITTEE ROOM 4 - COUNTY HALL

Membership   Councillor Walker (Chair)
                       Councillors Berman, Bowen-Thomson, Boyle, Cunnah, Hudson, Lister
                       and Mackie

The following papers were marked 'to follow' on the agenda circulated previously

4   **Bilingual Cardiff - To follow** *(Pages 3 - 64)*

Scrutiny of the Action Plan to address findings of the annual independent review of Cardiff's Bilingual Strategy.

6   **Developing the Property Strategy - To follow** *(Pages 65 - 136)*

To assist the development of Property Strategy due for determination by Cabinet in 2020.

Davina Fiore
Director Governance & Legal Services
Date: Wednesday, 1 May 2019
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This document is available in Welsh / Mae'r ddogfen hon ar gael yn Gymraeg

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CYNGOR CAERDYDD

CARDIFF COUNCIL

POLICY REVIEW & PERFORMANCE

SCRUTINY COMMITTEE   **08 May 2019**

Bilingual Cardiff Strategy Action Plan

Reason for the Report

1. To consider a revised action plan for the Bilingual Cardiff Strategy **(Appendix A)** which will form part of the 2018-19 Welsh Language Standards Annual Report.

Background

2. The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on organisations including Local Authorities to comply with standards in relation to the Welsh language by way of sub-legislation (Welsh Language Regulation (No.1) Standards 2015).

3. The Welsh Language Standards are intended to:

    - Improve the services Welsh-speakers can expect to receive from organisations in Welsh

    - Increase the use people make of Welsh-language services

    - Make it clear to organisations what they need to do in terms of the Welsh language

    - Ensure that there is an appropriate degree of consistency in terms of the duties placed on organisations in the same sectors.

4. Each local authority was issued with a compliance notice from the Welsh Language Commissioner in September 2015, which listed the standards the organisation was expected to comply with. Cardiff Council was issued with **171 standards.** The standards issued to Cardiff Council are listed in 'The Cardiff Council *Compliance Notice*

– *Section 44 Welsh Language (Wales) Measure 2011*. A copy of the standards, which is referred to in this report, is available from www.cardiff.gov.uk/bilingualcardiffThe Council also has a statutory duty to produce an annual report on its compliance with these standards.

5. Standard 145 of the Welsh Language Standards (No.1) Regulations 2015 requires the Council to produce and publish a five year strategy by the 30th of September 2016 which sets out how we will promote and facilitate the use of Welsh. This strategy includes a target to increase the number of Welsh speakers within Cardiff as well as specific actions to facilitate the use of the language in line with the Welsh Government's Welsh Language Strategy ***Cymraeg2050***

    Welsh Language Standard 145 states:

    > **You must produce, and publish on your website, a 5-year strategy that sets out how you propose to promote the Welsh language and to facilitate the use of the Welsh language more widely in your area; and the strategy must include (amongst other matters) (a) a target (in terms of the percentage of speakers in your area) for increasing or maintaining the number of Welsh speakers in your area by the end of the 5 year period concerned, and (b) a statement setting out how you intend to reach that target; and you must review the strategy and publish a revised version on your website within 5 years of publishing a strategy (or of publishing a revised strategy).**

6. The Council has a statutory duty under standard 145 to include in the strategy a target for increasing or maintaining the number of Welsh speakers by the end of the 5 year period concerned. To support the Welsh Government's vision for a million Welsh speakers by 2050, and in order for Cardiff to play its part in achieving this vision, we would need to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,584 (2021 Census). This target has been included in the Bilingual Cardiff Strategy.

7. The methodology used for this target was to apply the percentage increase required each year in the number of Welsh speakers to reach a million by 2050 (from 562,016 in 2011 Census). This 1.5% per annum growth rate if applied to Cardiff would increase the number of Welsh speakers to 42,584 by the 2021 Census; an increase of 15.9% on the 2011 Census figure.

8. The vision of the Welsh Government's is for a million Welsh speakers by 2050. In order for Cardiff to play its part in achieving this vision the number of Welsh speakers (aged 3+) in Cardiff would need to increase by 15.9% from 36,735 (2011 Census) to 42,584 (2021 Census). This target has been included in the Bilingual Cardiff Strategy.

9. Over the last 25 years, the number of Welsh speakers in Cardiff has more than doubled with the latest 2011 census figures indicating that over 16% of the city's population have one or more skills in the language. As the city grows, our aim in this strategy is to increase the number and percentage of Welsh speakers and learners in Cardiff, as well as increase the use of the Welsh language in the city.

Independent External Review 2018

10. As part of the Cabinet report for the Bilingual Cardiff 2017-22 Strategy, the Council committed to an independent external review of the strategy within a year of its publication, to ensure that the action plan was appropriate to fulfil the strategy's priorities. The external review, conducted by Nico is shown at **Appendix 1**

11. The review includes the following 8 recommendations.

R1	Consider a review of *what* is measured, (and when, how and by whom) to reinforce shared understanding, robust record keeping and evidence of progress towards the strategic priorities and overarching target.

R2	Consider exploring further the definition of what a truly bilingual Cardiff means in quantifiable terms in the context of the strategic priorities. In addition, consider linking measurable key indicators and milestones of success clearly to the action plan so that all partners are clear on what is to be achieved and evidenced.
R3	Ensure continued support and engagement to articulate the vision in contexts that are relevant to different sections of the Council, and amongst partners in general over the strategy's lifetime. This will assist in strengthening shared purpose and achievement of the strategy.
R4	As suggested in the Fforwm meeting, consider the possibility of extending a Fforwm meeting once a year to a wider partnership to allow Bilingual Cardiff to ensure practical input from partners of all interests, and to reinforce the city-wide ownership of the vision.
R5	Consider developing and maintaining a stakeholder management plan in order to sustain and nurture the positive relationship with key stakeholders over the lifetime of the Strategy.
R6	Consider developing and maintaining a programme of communication to support the implementation of the Strategy.
R7	In conjunction with R1 and R2, consider reviewing the action plan in consultation with key partners (by the end of year 2, March 2019), with a view to updating or adapting the targets. *[As part of any review, consider how the achievement of any new or adapted targets will align with the requirements to report on progress in terms of i) the increase in the number of Welsh speakers and ii) the increase in the use of Welsh and what is the quantitative and qualitative evidence required.]*
R8	When conducting a review of the action plan, consider identifying any key strategic areas that aren't sufficiently covered in the current action plan so that a record or 'wish list' is kept should any co-funding or co-production opportunities arise. Also, any risks arising from lack of

| | resources or change in circumstances that would impact on the successful achievement of any strategic priorities should be recorded. |

12. The Committee is requested to consider the recommendations but particularly recommendations 7 & 8 in order to assist the development of the draft action plan.

Bilingual Cardiff Strategy Governance Structure

10. A robust governance structure was established to deliver and monitor the actions within the Bilingual Cardiff Strategy, including establishing a Bilingual Cardiff Forum with over 35 organisations represented. The aims and role of the forum which meets quarterly, is to:

- Ensure that each representative is responsible for monitoring the actions applicable to their individual organisation.

- Provide quarterly feedback to the Council's Bilingual Cardiff Members Group on the implementation of relevant actions.

- Contribute to consultation responses relating to the Welsh language on behalf of the forum.

- Share good practice and identify opportunities to work in partnership for the benefit of the Welsh language in Cardiff.

- As part of their terms of reference, the Bilingual Cardiff Members Group will also update the Cabinet regularly on the work relating to the Bilingual Cardiff Strategy.

Legal Implications

13. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct legal implications. However, legal implications may arise if, and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within

the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

14. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATIONS

13. The Committee is recommended to:

    a. consider the information provided at this meeting; and

    b. determine whether it wishes to relay any comments or observations to the Cabinet Member for consideration; and

    c. consider the requirements for further scrutiny of this issue.

Davina Fiore
Director of Governance & Legal Services
01 May 2019

Appendicies
Appendix A – Draft Bilingual Cardiff Action Plan 2019-2020
Appendix 1 – Bilingual Cardiff Strategy External Review

nico

Bilingual Cardiff
Review of the Bilingual Cardiff Strategy 2017-2022

March 2018
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1. Introduction

This report provides an independent external review of Cardiff Council's 5-year Strategy for a Bilingual Cardiff 2017-2022, published in draft in September 2016 and as a final document in March 2017.

This independent review was conducted by Nia Davies at Nico and commissioned in response to the formal Cabinet resolution on 16/03/2017 that *"an independent external review of the strategy and action plan take place"*.

The review was conducted during March 2018 and was informed by desktop research, a review of internal documentation relevant to the Bilingual Cardiff strategy, interviews, and a snapshot survey of key external partners and of colleagues across key partnership areas within the Council.

Research included consideration of the Welsh Language Commissioner's Assurance Report for 2016-17 focussing on compliance and adequacy of Local Authority 5-year Welsh language promotion strategies, the Welsh Government's strategy: Cymraeg 2050: a million Welsh speakers published in July 2017, together with other local authority statutory Welsh language promotion strategies available as public documents.

This review looks at the strategy in its statutory and policy context; and, together with feedback from the survey and interviews, considers best practice identified by the Commissioner's report in terms of: compliance and governance, vision and ownership, consultation and communication, stakeholders, target setting and measuring performance. It then sets out the review's conclusions and recommendations for the consideration of Cardiff Council.

Contents

2. Summary

This review was conducted during March 2018.

The Bilingual Cardiff Strategy is a direct statutory requirement, however the Strategy is a culmination of wide-ranging strategic activity across the city by the Council and partners. It also acknowledges its relevance within the aims of the Welsh Government's national strategy for the language and its role within a wider policy context.

Considering the Strategy in light of identified best practice and stakeholder comments, this review finds that the Strategy has been built on strong foundations of consultation and communication and has a strong compliance and scrutiny framework in place.

The strategic priorities identified correspond with the national vision and are based on the close consultation with partners. They naturally reflect the specific needs of the population and are grouped under 3 strategic areas. The resulting targets are mindful of current provision and financial constraints and are seen to be realistic and achievable by key stakeholders.

The strategy draws from a purposeful vision supported by proactive leadership and key personnel and a robust accountability process which includes external scrutiny and involvement by key partners and a strong relationship through the Fforwm Caerdydd Ddwyieithog (Bilingual Cardiff Forum).

The many strengths of the Bilingual Cardiff Strategy should be celebrated and good practice shared. **There are a number of opportunities to consider further strengthening the implementation of the strategy, and the recommendations contained in this report attempt to highlight those opportunities in light of the findings and feedback from stakeholders. The recommendations are outlined on page 28 and 29.**

3. Context

The Bilingual Cardiff Strategy is a direct requirement of the Welsh Language Standards Regulations, but it also sits within a wider policy and legislative context.

The Strategy acknowledges its relevance within the aims of the Welsh Government strategy for the language, and its role alongside the Welsh in Education Strategic Plan for Cardiff, together with the aims of the Well-being Plan, Cardiff 2020 and the More than Just Words action plan.

i. The Welsh Language (Wales) Measure 2011

The Welsh Language (Wales) Measure 2011 established a legal framework to impose duties on certain organisations to comply with standards in relation to the Welsh language through regulations, (Welsh Language Standards (No.1) Regulations 2015). The standards issued to Cardiff Council are listed in The City of Cardiff Council Compliance Notice – Section 44 Welsh Language (Wales) Measure 2011.

> The standards relevant to the 5-year strategy are Standards 145 and 146 and they require that Cardiff Council:
>
> - produce and publish a 5-year strategy that sets out how the Council propose to promote the Welsh language and facilitate the use of Welsh more widely in the area;
> - include a target for increasing or maintaining the number of Welsh speakers in the area by the end of the 5 year period;
> - include a statement setting out how the Council intend reaching that target;
> - review the strategy and publish a revised version on the website within 5 years of publishing the strategy (or of publishing a revised strategy);

- after 5 years, assess to what extent the Council has followed the strategy and reached the target;
- publish the assessment on the website to show the number of Welsh speakers in the area together with their age;
- outline in the assessment a list of the activities arranged or funded by the Council to promote the use of Welsh during the past 5 years.

There are further considerations within the Regulations relevant to the 5-year strategy under Supplementary Matters (Standards 173 and 174) requiring bodies to:

- ensure that a document recording the promotion standards with which the Council are required to comply is available to the public;
- provide the Commissioner with any information she requests regarding compliance with the promotion standards.

ii. Cymraeg 2050: a million Welsh speakers

Published in July 2017, following the announcement in August 2016 of its vision to create a million Welsh speakers, the Cymraeg 2050 Strategy sets out the Welsh Government's long-term approach to achieving the target of a million Welsh speakers by 2050.

The strategy is based on three strategic themes:

1. Increasing the number of Welsh speakers
2. Increasing the use of Welsh
3. Creating favourable conditions – infrastructure and context

The overarching targets for Cymraeg 2050 are:

- The number of Welsh speakers to reach 1 million by 2050.

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- The percentage of the population that speak Welsh daily, and can speak more than just a few words of Welsh, to increase from 10 per cent (in 2013–15) to 20 per cent by 2050.

The Government has published the first Work Programme for the strategy. It sets out aim-by-aim what the Government intends to do during the period 2017 to 2021. In terms of this initial programme of work, it is worth noting the Government's own words:

> *"The initial years will focus on setting solid foundations. This is a slow and steady approach, which may lack the obvious signs of success. However, we see it as an absolute necessity to lay the foundations now in order to support future phases of the strategy's delivery."*

This approach is key to a long term strategy of language planning and growth, and is important that this is borne in mind in terms of the targets set in the 5-year Bilingual Cardiff Strategy. It underlines the importance of establishing a firm basis in the initial years towards achieving the long term target of doubling the number of its Welsh speakers by 2050.

The Government's strategy acknowledges the role of local authorities in achieving its aims across Wales, and accordingly, the Bilingual Cardiff Strategy mission statement places the Government's vision at the forefront of its purpose:

Mission Statement
Work with partners to double the number of Welsh speakers in Cardiff by 2050 through the Bilingual Cardiff Strategy, in line with Welsh Government's vision.

iii. Education

Echoing the national strategy, both the Bilingual Cardiff Strategy and the Welsh in Education Strategic Plan for Cardiff recognise that the education system is a key element in creating new speakers.

"This WESP is an integral part of the Council's 5-year Bilingual Cardiff strategy. The most prominent area of interdependency between both strategies is based on strategic area 1: Families, Children and Young People. The priorities within this area are based on promotion, provision and progression."

The Government have noted their plans to review legislation underpinning Welsh education planning together with reviewing the process for increasing the proportion of Welsh-medium teaching and learning in schools and that the 21st Century Schools Capital Programme ensures the growth of Welsh medium school places.

They have indicated that they *"will move from measuring the demand for Welsh-medium education to growing Welsh-medium education systematically and proactively"*.

This underlines the expectation of further developments in legislation and policy over the next five years and that the direction of travel for Cardiff Council will continue towards an ambitious and challenging programme of work.

iv. Wellbeing

Local Well-being Plans are intended to provide a more holistic approach to planning and delivery of public services in Wales, including better integration of many relevant acts, duties and planning frameworks.
One of the well-being goals under the Act is 'a Wales of vibrant culture and thriving Welsh language'. However, it is important to recognise that there is a close link between the language and all other well-being goals and the importance of wider partnerships and frameworks.

The aim of the Bilingual Cardiff Strategy is reinforced within the draft Well-being Plan:

"Aim to double the number of Welsh speakers in Cardiff by 2050 through supporting the delivery of the Bilingual Cardiff Strategy."

The draft Plan outlines progress measures in terms of speaker numbers/education:

- People who can speak Welsh (National Indicator 37)
- Key Stage 4 Pupils Achieving the Level 2 Threshold including English/Welsh & Maths (National Indicator)

The Welsh Language Commissioner has recently published an advice document: Considering the Welsh language in the Local Well-being Plans which explores how Local Well-being Plans could consider each Well-being goal in the context of the Welsh language. This may assist in further strengthening the links between the aims of both strategies.

v. Local Authorities 5-year promotion strategies

In the 2016-17 Assurance Report, Rights Taking Root, the Welsh Language Commissioner looked at the 5-year strategies of local authorities and the national parks in Wales. This report provides an analysis of compliance together with the features required for strong and effective promotion strategies. The Commissioner identified the following elements as examples of good practice against which this review will consider the Bilingual Cardiff Strategy:

Ownership and accountability: Some strategies demonstrate clear ownership by the whole organisation… and a clear accountability structure for implementation and assessment of progress.

Baseline: The most comprehensive strategies have based their targets and action plans for the promotion and facilitation of the language on qualitative and quantitative evidence.

Clear vision: A clear statement of vision serves not only to enable the public to understand the aims of the organisation, but also helps the staff of the organisation, who have to implement the relevant actions.

Partners: The most comprehensive action plans extend to every relevant area and demonstrate a commitment to work in partnership with organisations in the public and private sector together with the third sector, and of course local people.

The wider context: The most comprehensive strategies deal with the wider context of the growth and vitality of the Welsh language, the local social / economic context; cross references with WESPS and other strategies that overlap locally and nationally.

Measuring progress: The most comprehensive strategies set clear targets, strategic priorities, quantitative indicators, and a detailed action plan with clear links between activities and strategic priorities. The most comprehensive action plans set out targets with clear timescales and responsibilities.

(2016-17 Assurance Report, Rights Taking Root)

It is very difficult to benchmark the Bilingual Cardiff strategy against other local authority strategies as they have all been drawn up in response to a wide variety of linguistic needs specific to their areas.

However it is possible to identify compliance with the requirements of standard 145, and to offer an opinion on the robustness and scope of the strategy against best practice highlighted in the Commissioner's report and alongside the strategic priorities contained in the national strategy, Cymraeg 2050. The following sections of this report outline relevant considerations.

4. The Strategy

Vision
Our vision is to develop a truly bilingual Cardiff. A Cardiff where our citizens can live, work and play, as well as access services and support in Welsh or English equally. A capital city where bilingualism is promoted as something completely natural, and where the Welsh language is protected and nurtured for future generations to use and enjoy.

Approved by full Council on the 23rd of March 2017, the Bilingual Cardiff Strategy notes *"This is a strategy for the city as a whole, not for any one organisation"*, highlighting the importance of strategic partners and working across a number of key policy areas.

As well as specific actions to facilitate the use of the language across a wide range of strategic priorities in collaboration with partners across the Council and externally, the Strategy includes a target to increase the number of Welsh speakers (aged 3+) in Cardiff by 15.9% from 36,735 (2011 Census) to 42,584 (2021 Census).

The strategic priorities were developed in consultation with partners, naturally reflecting the specific needs of the population. The priorities are grouped under 3 strategic areas that also reflect key priority headings contained within the Welsh Government's own strategy.

For this review, a snapshot survey was conducted during March 2018 to gather stakeholder views on the Bilingual Cardiff Strategy. This was intentionally limited to key external partners amongst the members of Fforwm Caerdydd Ddwyieithog (the Welsh Language Forum) and also key partners from within the Council in various departments relevant to the implementation of the strategy which resulted in 12 respondents.

> *"The Strategy provides a clear vision for the Welsh language in Cardiff"*

"The strategy has brought partners together in collaboration"

(Comments from key stakeholders)

The responses provided by the key partners, have given a useful insight into the strengths of the strategy and possible opportunities to strengthen and develop the strategy over its lifetime from the point of view of partners. Appendix 1 contains a full report of the stakeholder survey. Appendix 2 contains a copy of the questionnaire.

i compliance and governance

Key questions:

- Does Cardiff Council comply with the relevant Welsh language standards?
- Is there a sufficiently robust system in place to provide effective scrutiny and challenge for the strategy?

In both these areas, this review found that Cardiff Council has a strong compliance and scrutiny provision in place:

Compliance: Although the vision and aim of the strategy is far-reaching, the compliance of the Strategy with two standards will be a particular focus for the Welsh Language Commissioner as the regulatory body.

Cardiff Council have produced and published the strategy which sets out how they intend to promote the Welsh language and facilitate the use of Welsh more widely. It also includes a target for increasing the number of Welsh speakers by the end of the 5 year period including setting out how the Council intend reaching that target. These elements are in direct response to the requirements of Standard 145.

Meeting Standard 146 in due course will mean reviewing the strategy at the end of the 5-year period and assessing to what extent the Council has followed the strategy and reached the target, outlining the number of

Welsh speakers and a list of activities arranged or funded to promote the language over the 5-year period.

This therefore entails maintaining a record of progress in terms of achieving the targets set out in the action plan together with evidence that shows progress towards the overarching target of increasing the number of Welsh speakers. This evidence requires a variety of quantitative and qualitative information collated by the Council and by external partners.

A note of caution was sounded by one respondent to the stakeholder survey, who raised the issue of the reliance on external partners for the collation of some of the required evidence:

> *"Unsure how measurable some of the targets are as they are 'city wide' and require input from a number of organisations who need to 'count' the same thing. Is there a shared understanding/agreement about this?"*

With quarterly meetings held with the Fforwm Caerdydd Ddwyieithog (the Welsh Language Forum comprised of the key partners involved), together with a recently renewed terms of reference focussing on the implementation of the Strategy itself, it appears that there is sufficient opportunity to ensure clarity and understanding on what is measured and how. However, it may be beneficial to look again at these requirements to ensure robust record keeping and evidence.

Scrutiny: As mentioned above, the Strategy is subject to a good degree of external overview and monitoring through the quarterly Fforwm Caerdydd Ddwyieithog, reinforced by its new terms of reference, specifically centred on the implementation of the Strategy.

The stakeholder survey asked external partners whether the Fforwm was an effective mechanism for monitoring the implementation of the strategy and acting as a critical friend to the Council, and all respondents agreed that it was.

A meeting of the Fforwm was observed as part of this review which found that the Fforwm is an opportunity for partners to provide an update on progress with targets within their remit and to provide a challenge to Cardiff Council on its own progress. Together, partners are able to respond and adapt effectively to any changes or factors impacting on the action plan and exploit any new opportunities that arise. One comment made during the meeting, captured this:

> *"Targets and priorities can become dated and opportunities to take action arise unexpectedly, but it is also important not to avoid things that are difficult or challenging, and just target Welsh speakers."*

Under their newly revised terms of reference the Fforwm report to the cross-party group of members who make up the Bilingual Cardiff Member Working Group that meet each quarter (e.g. in April 2018 2 key partners, the Menter and the Eisteddfod, were invited to give a presentation to the Group). The Chair of the Working Group writes formally to the Cabinet following each meeting to inform Cabinet members of any Welsh language issues.

Additionally the Head of Bilingual Cardiff meets monthly with the Council Leader, who holds the portfolio on the Welsh language.

As yet, there are no formal requirements to report annually on the implementation of the Strategy to the Welsh Language Commissioner, however an update on the progress of the Strategy is provided by Cardiff Council within the Annual Report on the Welsh Language Standards. This annual report is presented to Full Council allowing another level of scrutiny together with an opportunity to promote the comprehensive programme of work undertaken by Bilingual Cardiff on a Council-wide level.

Sufficient resources: A key element of good governance is ensuring sufficient resources with ensuing risk to success if insufficient resources are available to underpin important targets.

The stakeholder survey asked whether stakeholders thought the Council has the appropriate resources to implement the strategy, and of those that

responded (10) 6 said that they did not think there were sufficient resources for this strategy. This response was consistent across internal and external partners.

"The partner organisations must be supported and funding should not be cut in order to ensure the growth of Welsh services across the city."

"Appropriate resources should be provided by the Council to the Urdd to achieve the aims of this Strategy"

The action plan was drawn up with current financial limitations in mind and draws upon current provision and planning across partnerships. However, areas for consideration are highlighted further on in this report and it would be beneficial to consider any potential risks that may arise in future. A National Audit Office Report entitled 'Over-optimism in government projects (2013), explores risks in large projects and strategies due to over-ambitious expectations. It warns that optimism can lead to a tendency to underestimate the challenges of complex visions in terms of the limitations of capacity, time and financial constraints.

For further consideration

R1. Consider a review of *what* is measured, (and when, how and by whom) to reinforce shared understanding, robust record keeping and evidence of progress towards the strategic priorities and overarching target.

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ii vision and ownership

Key questions:

- Is there a clear vision and definition of purpose?
- Is there clear ownership and leadership for the strategy and its implementation?

The Bilingual Cardiff Strategy is notable in that its vision and purpose is clearly stated, and is reinforced by support from the leadership within the Council. This is not only apparent within the document, but is seen in terms of the profile and 'brand' of Bilingual Cardiff, and the support voiced regularly by the Leader for the vision of developing a truly bilingual city.

To strengthen its commitment further, the Council have recently drawn up an internal policy document on the use of Welsh within the Council with the vision of becoming a bilingual organisation, valuing and supporting the use of Welsh among staff. This will allow the Council to lead by example and encourage the use of Welsh across the city.

Vision: As stated earlier, the Strategy acknowledges its place within the national vision and clearly outlines its responsibility in terms of increasing the number of Welsh speakers. The vision also outlines what a successful Bilingual Cardiff will look, feel and sound like and the Strategy is based on three strategic areas with relevant priorities and targets for action.

In the stakeholder survey, all respondents noted their awareness and understanding of the vision for a Bilingual Cardiff. However, 5 of the 7 internal respondents agreed with the statement *"I have my own understanding of the vision for a Bilingual Cardiff, but I'm not sure if everyone else's understanding corresponds to mine"*.

Two of the 5 external partners also agreed with the above statement, with 3 of the 5 stating that their understanding was *"Very clear, you would hear the same description of the vision by everyone"*.

This finding would reinforce the importance of continued support and engagement to articulate the vision in contexts that are relevant to

different sections of the Council and amongst partners in general over the strategy's lifetime.

Ownership: As noted above, in promoting the vision, the Leader of Cardiff Council has on more than one occasion articulated the responsibility of the Council in achieving the Strategy, but also reinforces the fact that it is a city-wide responsibility, reliant on key partners.

The stakeholder survey shared this view in that the strategy has ensured every partner is part of the vision, bringing them together in collaboration and drawing on the expertise and capacity of a number of partners, making the most of Cardiff's position as a capital city. However, some comments highlighted concerns that ownership was not shared consistently amongst some key (internal and external) partners, one for example, noted:

> *"The Bilingual Cardiff team have clear commitment and vision regarding the Welsh language. However, it is my impression that these features are rather inconsistent across the remainder of the Council. It would be beneficial for some departments, the education department in particular, to ensure more initiative is shown regarding the language as there is the potential to achieve much more with understanding and commitment."*

For further consideration

R2 Consider exploring further the definition of what a truly bilingual Cardiff means in quantifiable terms in the context of the strategic priorities. Also, consider linking measurable key indicators and milestones of success to the action plan so that all partners are clear on what is to be achieved and evidenced.

R3 Ensure continued support and engagement to articulate the vision in contexts that are relevant to different sections of the Council, and amongst partners in general over the strategy's lifetime. This will assist in strengthening shared purpose and achievement of the strategy.

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iii Consultation and communication

Key questions:

- Did the Council consult sufficiently on the Strategy?
- Does the Council continue to consult and communicate effectively?

The consultation on the Strategy was one of the most comprehensive and inclusive programmes of consultation held on any 5-year Welsh language promotion strategy.

Consultation: The consultation process began with an internal consultation and online survey which attracted around 40 responses from a diverse cross-section of departments. These comments formed the basis for the draft priorities which were then developed in further consultation with policy officers, heads of service, Welsh Language Coordinators and Champions group, Internal equality networks, the Bilingual Cardiff member Working Group, and the Policy Review & Performance Committee.

According to an officer in the Bilingual Cardiff team, *"although this meant a significant amount of work, it was extremely beneficial to have conducted such a thorough internal consultation as various departments now have an understanding of the value of the strategy and share ownership of it".*

Public consultation on the Bilingual Cardiff strategy was carried out in autumn 2016 with over 70 per cent of respondents either strongly agreeing or tending to agree with the vision of a truly bilingual Cardiff and over 53 per cent agreeing with the target of increasing the number of Welsh speakers in the city.

As part of the consultation, a workshop event was held on the 20 October 2016, with 26 main partners and stakeholders. Attendees included Welsh Government, the Welsh Language Commissioner, Cardiff University, the Public Service Board organisations, Menter Caerdydd, and Urdd Gobaith Cymru.

In terms of the stakeholder survey, all of the respondents agreed that sufficient opportunity was given to enable people to provide input to the Strategy.

Communication: In terms of communication, most respondents to the survey (10 out of the 12) agreed that the Council continues to communicate effectively in the implementation of the Strategy.

During the meeting of the Fforwm, it was suggested that invitations to a wider spread of partners could be sent out on annual basis to hold a Fforwm meeting to include stakeholders that do not usually attend in order to widen input. This would then provide an effective platform for Bilingual Cardiff to update a wider audience of stakeholders on progress, to ensure practical input from partners, and to reinforce the city-wide ownership of the vision.

According to one survey respondent:

> *"There should be representation of all partners on the Fforwm, e.g. include representative from the education department in order to move things forward and not just depend on the Welsh language partners to achieve the core work."*

For further consideration

R4 As suggested in the Fforwm meeting, consider the possibility of extending a Fforwm meeting once a year to a wider partnership to allow Bilingual Cardiff to ensure practical input from partners of all interests, and to reinforce the city-wide ownership of the vision.

iv stakeholders

Key question:

- Have key stakeholders been identified, their support secured, and their contribution, influence and needs understood?

The Bilingual Cardiff Strategy is firmly based on the groundwork carried out initially in 2014 to identify and engage with key partners in order to deliver the vision of a bilingual city.

Key stakeholders: As the Strategy itself acknowledges, its success is dependent on external as well as internal partners.

The 2014 conference enabled partners to explore and articulate the issues and priorities that would firstly lead to the establishment of yr Hen Lyfrgell as a vibrant centre for the Welsh language in the city centre, and secondly, form a strong partnership basis for the 5-year Bilingual Cardiff Strategy. This was reinforced by the Bilingual Cardiff Conference held in autumn 2016 which allowed partners and stakeholders to discuss and collaborate on the draft Strategy.

The stakeholder survey asked for feedback on the strengths and weaknesses of the Strategy. There were positive comments in the main regarding the ability of the Strategy to draw people together:

> *"The strategy has brought partners together in collaboration without duplicating work."*

However, some comments highlighted opportunities for further engagement and understanding, and consideration of how the Strategy is communicated and framed in terms of ownership and participation over its lifetime:

"It does not engage with the Welsh language voluntary sector within the city."

"There is a feeling that the Council has relinquished some of its responsibilities and transferred them to the partners."

According to the stakeholder survey, 9 of the 12 agreed that the Council understands the importance of stakeholders in order to ensure the successful implementation of the Strategy.

When asked about the support of stakeholders, of those who answered (10), 4 expressed concern that the Council has not yet ensured the support of all stakeholders, whilst 6 disagreed with this statement.

When asked about whether stakeholders realise the importance of their contribution to ensuring the success of the strategy, there was a slight difference in response, with 4 of the 5 internal partners agreeing with the statement that some stakeholders within the Council may not realise the importance of their contribution to ensuring the success of the strategy. With the external partners, 2 of the 5 agreed with this statement.

For further consideration

R5 Consider developing and maintaining a stakeholder management plan in order to sustain and nurture the positive relationship with key stakeholders over the lifetime of the Strategy.

R6 Consider developing and maintaining a programme of communication to support the implementation of the Strategy.

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v targets and measuring performance

Key questions:

- Are targets based on a clear baseline and are they clear, practicable and realistic?
- What evidence will be available to show the success of the strategy and to what extent is it possible to define measurable change following specific actions?

The target of doubling the number of Welsh speakers by 2050 is based on clear statistical analysis; and as seen above, strategic priorities and targets in the Strategy have been set following consultation with all stakeholders involved and there is systematic reporting on progress against a clear action plan.

Baseline: A clear baseline allows for measurable targets. The overarching target of increasing the number of Welsh speakers in Cardiff was based on work carried out in conjunction with the Cardiff Research Centre taking into account statistical and demographic analysis alongside the required increase in numbers to determine the percentage increase needed year on year.

The Council's main sources of data regarding the number of Welsh speakers in its population, apart from the 2021 Census, are education data (PLASC) and workforce data which will allow the Council to track any trends and progress toward the target on an annual basis.

In the survey, one respondent commented:

> " The main long term target for the Strategy, doubling the number of Welsh speakers in Cardiff by 2050, is aligned with the target in Cymraeg 2050, the Welsh Government's strategy... Cardiff's Welsh speakers doubled between 1991 and 2011 which suggests that this target is not too ambitious."

In terms of the targets contained in the action plan aimed at achieving the strategic priorities identified, according to one respondent to the survey, reflecting upon the process undertaken internally:

> *"We agreed the service area targets with the Welsh Language Unit through face to face meetings in order to ensure that the targets were realistic and achievable."*

However, a number of the activities are beyond the direct influence of the Council and are within the remit and work programmes of partners. These targets are reported on in the quarterly Fforwm.

In the survey, when asked about the targets within the Strategy relevant to their areas of work, 8 of the 12 respondents agreed that the Strategy's targets were realistic and achievable. One external partner and 3 internal partners expressed uncertainty as to whether or not they were realistic or too ambitious.

Strategic priorities: Cardiff's strategic priorities were developed in close consultation with partners, naturally reflecting the specific needs of its population. The priorities are grouped under 3 strategic areas and provide stated outcomes for reporting progress on the use of the Welsh language in Cardiff. Therefore there is a clear and rational basis for the strategy, covering all relevant strategic priorities that also reflect key priority headings contained within the Welsh Government's own strategy.

When asked about their views on the strategic priorities of the strategy, 9 of the 12 respondents agreed that the aim of the Strategy fits with the priorities of their own departments or organisations in general. This reflects the successful initial consultation process enabling the Strategy to be dovetailed effectively with wider strategic goals.

As the Bilingual Cardiff Strategy was drawn up prior to the publishing of the national strategy, a clause was included suggesting that a review of the strategy may be appropriate to align it more closely with the national document. As there are many interdependencies and targets dependant on external stakeholders with varying funding cycles, a review of the action plan itself may be wise before the mid-point of the lifetime of the strategy.

Measuring performance: There is a clear scrutiny and reporting structure for the Strategy. As noted in section 4(i) on compliance and governance, progress towards both the strategic priorities and the overarching target of increasing the number of Welsh speakers, will need to be measured in a meaningful and effective way, with a variety of quantitative and qualitative evidence.

It is notable that this wide-ranging and ambitious strategy is not in receipt of additional funding or a specific budget, and is therefore based on the current capacity and activities of the Council and partners. As noted in section 4(ii), a lack of sufficient resources was highlighted as a concern for 6 out of the 10 respondents.

Conducting a review of the action plan in due course may highlight potential strategic gaps that simply aren't possible to address without funding. However despite the lack of available funding, these gaps should be highlighted if it is deemed that there is a risk to the success of any strategic priority if these gaps are not addressed.

One possible area in the current action plan that could be explored in such a review, is the priority area regarding children and young people. As identified in the Strategy and also the national strategy, the post-16 phase is critical in terms of language progression. It marks the period for many between statutory education and the workplace and this is the time when a number of factors may impact individuals' linguistic decisions and practices for the rest of their lives. It is also clear that this is the time when a significant number of Welsh speakers lose their Welsh language skills.

The Council have identified that this is a priority area with the target to:

> *Increase the provision of Welsh-medium extra-curricular activities and opportunities for children and young people to use Welsh outside the school gates.*

Three main targets were included under this priority. The first has been subject to change following discussion at the Fforwm and may be adapted. The second involves activities around the 2018 National Eisteddfod in

Cardiff and is timetabled to end in August 2018. The third (Welsh Music Day) has already been achieved, (but is likely to be repeated annually). This points to further possibilities and future developments that will benefit from being recorded formally in an updated action plan.

For further consideration

R7 In conjunction with R1 and R2, consider reviewing the action plan in consultation with key partners (by the end of year 2, March 2019), with a view to updating or adapting the targets. *[As part of any review, consider how the achievement of any new or adapted targets will align with the requirements to report on progress in terms of i) the increase in the number of Welsh speakers and ii) the increase in the use of Welsh and what is the quantitative and qualitative evidence required.]*

R8 When conducting a review of the action plan, consider identifying any key strategic areas that aren't sufficiently covered in the current action plan so that a record or 'wish list' is kept should any co-funding or co-production opportunities arise. Also, any risks arising from lack of resources or change in circumstances that would impact on the successful achievement of any strategic priorities should be recorded.

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5. Findings

Considering the Bilingual Cardiff Strategy in light of identified best practice and stakeholder comments as outlined above, the review finds that the Strategy has been built on strong foundations of consultation and communication.

The strategic priorities identified correspond with the national vision and are based on the consultation process. The resulting targets are mindful of current provision and financial constraints and are seen to be realistic and achievable by key stakeholders.

The strategy draws from a purposeful vision supported by proactive leadership and key personnel, and a robust accountability process which includes external scrutiny and involvement by key partners and a strong relationship through the Fforwm.

This is reiterated in comments made by stakeholders when asked their opinion on what the strengths of the Strategy were. The main comments included:
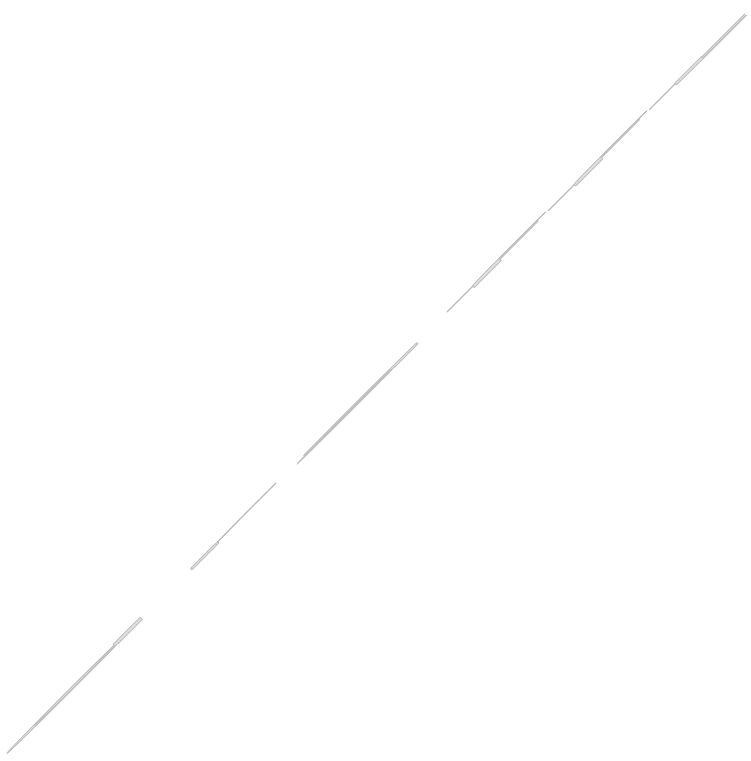
- The strategy is a multi-agency strategy. It has ensured that every major partner is part of the vision and has brought partners together in collaboration without duplicating work.
- The strategy provides a clear vision for the Welsh language in Cardiff and sets out the priorities of the Council and the direction of travel.
- The strategy draws on the expertise and the capacity of a number of organisations and also makes the most of Cardiff's position as a capital city.
- The support from the current and previous leadership.
- It is an accepted strategy within the structure of the Council and backed by legislation.
- The strategy identifies priority areas and it is accompanied by an action plan to help deliver priorities.
- The strategy is not a long document, but shorter in style making it more appealing to audiences.

Areas for further consideration:
Despite the limitations of the stakeholder questionnaire, it invited brief comments of critical reflection and suggested areas of opportunity. Although it did not allow for a more detailed analysis, the comments threw light upon some issues that partners may be encountering. A review of the action plan would inevitably include partners, and the points raised might be a useful checklist for further engagement. For example, some key partners think there is potential to achieve much more with education and young people, together with extending engagement with the voluntary sector in Cardiff. Therefore in updating and reviewing the action plan for the years to come, these points could be explored and partners could be invited to suggest ideas and options for strategic priorities and partnership collaboration.

Further challenges and areas for consideration as identified by the stakeholders included:

- A longer timeframe could be considered to allow a more strategic view to be highlighted, accompanied with a set review period where the document can be updated to reflect the trends of a dynamic city.
- There can be a negative perception towards the language within the Council.
- The Council is not in direct control of all actions in action plan.
- There is a feeling that the Council has relinquished some of its responsibilities and transferred them to the partners and as a result strategy might dominate the work of the Fforwm with too much emphasis put on the Council's work.
- There should be representation of all partners on the Fforwm, e.g. include representative from the education department in order to move things forward and not just depend on the Welsh language partners to achieve the core work.
- An over-reliance on the local authority to deliver all changes without acknowledging the important role that all organisations can play through partnership delivery.

- Ensuring sufficient resources (financial and staff) across all aspects of the priority areas achieve the strategy's aims.
- Opportunity to further raise the profile and status of the Welsh language in Cardiff.
- With the growth of Welsh medium education, and the recent comments of the Leader encouraging a proactive approach in promoting the benefits of Welsh medium education, there is considerable potential to improve the current situation.
- To aid the communication of the implementation of the strategy, a standing item could be added to each WEF meeting agenda.

6. Recommendations

The many strengths of the Bilingual Cardiff Strategy should be celebrated and good practice shared. There are a number of opportunities to consider further strengthening the implementation of the strategy and the following recommendations attempt to highlight those opportunities in light of the findings and feedback from stakeholders.

R1   Consider a review of *what* is measured, (and when, how and by whom) to reinforce shared understanding, robust record keeping and evidence of progress towards the strategic priorities and overarching target.

R2   Consider exploring further the definition of what a truly bilingual Cardiff means in quantifiable terms in the context of the strategic priorities. In addition, consider linking measurable key indicators and milestones of success clearly to the action plan so that all partners are clear on what is to be achieved and evidenced.

R3   Ensure continued support and engagement to articulate the vision in contexts that are relevant to different sections of the Council, and amongst partners in general over the strategy's lifetime. This will assist in strengthening shared purpose and achievement of the strategy.

R4   As suggested in the Fforwm meeting, consider the possibility of extending a Fforwm meeting once a year to a wider partnership to allow Bilingual Cardiff to ensure practical input from partners of all interests, and to reinforce the city-wide ownership of the vision.

R5   Consider developing and maintaining a stakeholder management plan in order to sustain and nurture the positive relationship with key stakeholders over the lifetime of the Strategy.

R6   Consider developing and maintaining a programme of communication to support the implementation of the Strategy.

R7   In conjunction with R1 and R2, consider reviewing the action plan in consultation with key partners (by the end of year 2, March 2019), with a view to updating or adapting the targets. *[As part of any review, consider how the achievement of any new or adapted targets will align with the requirements to report on progress in terms of i) the increase in the number of Welsh speakers and ii) the increase in the use of Welsh and what is the quantitative and qualitative evidence required.]*

R8   When conducting a review of the action plan, consider identifying any key strategic areas that aren't sufficiently covered in the current action plan so that a record or 'wish list' is kept should any co-funding or co-production opportunities arise. Also, any risks arising from lack of resources or change in circumstances that would impact on the successful achievement of any strategic priorities should be recorded.

End/diwedd

Families, Children and Young People

REF	PRIORITY	OBJECTIVES	TIMESCALE / TARGET	DELIVERY PARTNERS	LEAD PARTNER
1.1	**Promote the benefits of Welsh Medium education to all Cardiff communities and implement the Welsh in Education Strategic Plan.**	Promote the advantages of Welsh education through: • Ti a Fi groups and nursery groups. • The *Sefydlu a Symud* scheme. • The 30 Hour Proposal in our provisions. • The Welsh for Children scheme • Clwb Cwtsh	Date TBC Target TBC		Mudiad Meithrin
		Share information with prospective parents and new parents, regarding Welsh education and childcare through the health sector.	April 2019 – April 2020	Midwife Teams and Health Visitors, Flying Start, Cardiff County Council births Registrar, Family Information Service, Menter Iaith Caerdydd, Learn Welsh Cardiff	Mudiad meithrin, Cardiff Council
		Implement the Welsh in Education Strategic Plan 2017 – 2020.	*Increase the number of pupils attending Welsh medium schools by 12.3% by 2022*	*Cardiff Council – Education and Lifelong Learning*	Cardiff Council (Original Action Plan)

		Promote the advantages of Welsh education by providing information for every family in Cardiff on the Council's website, in the schools admission booklet and in relevant newsletters (eg Primary Times, Ein Caerdydd etc)	*A specific section to be included in the Schools Admission Booklet 2018/19 and on the Council's website by October 2018 and every year after that.*	*Cardiff Council – Education and Lifelong Learning*	Cardiff Council (Original Action Plan)
		Bilingual Cardiff Organisations to promote and support Mudiad Meithrin to introduce the Welsh Government's 'Welsh for Children' programme across Cardiff.	*Starting March 2018*	*Mudiad Meithrin, Welsh Government, Cardiff Council, Cardiff and Vale Health Board*	Cardiff Council (Original Action Plan)
1.2	**Improve provision and standards in Welsh in both Welsh medium schools and English medium schools through the Welsh in Education Strategic Plan.**	*Implement the Welsh in Education Strategic Plan 2017 – 2020.*	*Increase the percentage of learners who achieve A*- C in Welsh first language GCSE by the end of Key Stage 4 to 85% by 2020.*	*Cardiff Council – Education and Lifelong Learning*	Cardiff Council (Original Action Plan)

			Increase the number of learners who study the full time Welsh second language GCSE course to at least 80% by 2020.	*Cardiff Council – Education and Lifelong Learning*	Cardiff Council (Original Action Plan)
			Increase the percentage of the year 11 cohort who achieve grades A*-C in Welsh second language GCSE to 40% by 2020.	*Cardiff Council – Education and Lifelong Learning*	Cardiff Council (Original Action Plan)
1.3	**Promote the benefits of transferring the Welsh language within the family, and give children and young people the opportunity to become confident bilingual adults.**	Visit all Welsh medium schools in Cardiff to present Menter Caerdydd's services and the advantages of Welsh to all parents of children starting in the reception class in September 2019.	June – September 2019	Cardiff Council	Menter Caerdydd
		Develop comprehensive face-to-face sessions across Cardiff for families summarising the advantages of bilingualism as well as providing concise materials/videos information on Welsh nurseries and schools.	4 sessions per year from September 2019 onwards.	Menter Caerdydd, Cardiff Council – Education and Lifelong Learning – and Bilingual Cardiff, Flying Start, Mudiad Meithrin, Family Information Service	Cardiff Council

		Promote Radio Platfform (the Centre's radio station which is run by young people) A 6 week course with an OPEN qualification for young people aged 14 – 25. Welsh and English stream available.	Date TBC Target TBC	Secondary Schools, Menter Caerdydd	WMC
		Provide opportunities to over 4,500 children and young people in Cardiff to develop their Welsh medium skills through Eisteddfodau / Camps / Sports and opportunities in the community.	April 2019 onwards Target: 4500 children and young people enrolled	Cardiff Schools	Urdd
		Assess the demand and where specified, provide formal and informal opportunities for parents to learn Welsh in Welsh schools and other community settings across the city.	*Assess the demand to provide Welsh training opportunities in the future by July 2018*	*Cardiff Council – Education and Lifelong Learning, Ysgol y Gymraeg (Cardiff University), Cardiff University, Y Ganolfan Dysgu Cymraeg Genedlaethol*	Cardiff Council (Original Action Plan)
		Develop and promote a calendar of Welsh events and activities for families so that children and parents can learn Welsh together	From September 2019	Cardiff Council, Welsh Medium Schools	Cardiff University (Welsh for Adults)

1.4	Provide opportunities for families to use Welsh together.	Plan and develop specific projects to target mixed language families and map current provision, identify new partners and hold 3 events during the year.	By March 2020	Menter Caerdydd, Cymraeg i Blant, National Museum Wales, Mudiad Meithrin	Menter Caerdydd
		Increase the number of reading out loud sessions or other Welsh activities for parents and children at all Cardiff hubs and libraries.	From September 2018 and every year after that. An increase of 25% by 2022.	Cardiff Council, Menter Caerdydd, Mudiad Meithrin	Cardiff Council (Original Action Plan)
		Offer opportunities for free informal family activities to learn Welsh.	From September 2018 and every year thereafter	Cardiff University School of Welsh (Welsh for Adults), National Centre for Learning Welsh, Cardiff Council, Menter Caerdydd, Urdd Gobaith Cymru, Mudiad Meithrin	Cardiff University (Welsh for Adults)
		Develop a Network to use School Communication channels with partners to advertise Welsh language performances in the city (for Adults, children and families).	September 2019	Primary Schools Welsh language charter officers, Education consortium, theatre companies, Menter Caerdydd, Arts Council Wales	Arts Council Wales

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		Develop a 'Night Out' Network in Cardiff – promoters and community locations, to attract more Welsh language performances to Cardiff and promote Welsh language events.	September 2019	Urdd, Menter Caerdydd, Schools, Arts Council Wales, Cardiff Council.	Arts Council Wales
		Coordinate and administer a programme of leisure and arts activites for children aged 0-4 and their parents.	From September 2018 and annually thereafter	Menter Caerdydd	Menter Caerdydd
		Hold termly events to increase the social opportunites and rasie awareness of the Welsh language for parents with small children across the city.	April 2019 - April 2020	Menter Iaith Caerdydd, Family Information Service, Learn Welsh Cardiff, Libraries	Mudiad Meithrin
		Provide workshops for parents and their children in the community.	January 2020	Menter Caerdydd	CAVC
1.5	**Increase the provision of Welsh-medium extra-curricular activities and opportunities for children and young people to use Welsh outside the school**	Coordinate and administer the full programme of holiday care, play and leisure activities for children aged 4 – 11	From September 2018 and annually thereafter	Menter Caerdydd	Menter Caerdydd
		Develop a programme of workshops and activities for children and young people aged 11 – 16	From September 2018 and annually thereafter	Menter Caerdydd	Menter Caerdydd

	gates.	Use the Welsh Music Day as a way of attracting young people to take part in the Welsh Music Scene both socially and as artists.	February 2020	Welsh Government	Welsh Government Clwb Ifor Bach Cardiff Council
		Work with Menter Caerdydd and other partners to hold a variety of workshops during the school holidays.	Increase the number of workshops and a variety of activites by 20% by October 2019.	Menter Caerdydd	CAVC
		Provide opportunities for children and young people in Cardiff to develop their Welsh medium skills through Eisteddfodau / Camps / Sports and opportunities in the community	April 2019 onwards January – March 2020 - Eisteddfodau April 2019 – March 2020 Urdd camps April 2019 – March 2020 Sports Activities Target 4,500 children and young people enrolled by end of March 2020	Cardiff Schools, Cardiff Council	URDD

		Employ a Youth Officer to work with young people in Cardiff's Secondary Schools to develop new opportunites for young people to use their Welsh.	June 2019 – March 2020	Cardiff Secondary Schools, Cardiff Council CAVC	URDD
		Establish a 'Criw Awn i Weld' for children to attend Welsh performances in groups with chaperones including added value e.g. meeting the cast, discussing the show, write a short review, back stage access all in Welsh.	September 2019	Schools / Welsh language charter, Urdd, Menter Caerdydd	Arts Council Wales
		Increase Welsh language arts provision to children in Cardiff through a series of courses & events, delivered by Creative Learning to feed into the Urdd Eisteddfod's Arts & Crafts competitions.	September 2019	Schools / Welsh language charter, Urdd, Menter Caerdydd	Arts Council Wales
		Develop a Welsh music sence (theatre or Rock) between a number of schools using the 'Noson Allan yr Ifanc' Scheme and the 'Ewch i Weld' grant.	September 2019	Schools / Welsh language charter, Urdd, Menter Caerdydd	Arts Council Wales
		Establish a sub-group to look at Welsh arts provision in the city.	September 2019	Urdd, Menter Caerdydd, Arts Council Wales, other partners, Education Consortium Officer (Welsh language charter)	Arts Council Wales

		Lead on the development of the first Welsh medium Cardiff Youth Forum for young people aged 16+ in the city.	June 2019	Menter Caerdydd, Urdd Gobaith Cymru. Bilingual Cardiff Forum. Clwb Ifor Bach Pyst. UMCC. The Welsh National College Welsh Colleges. Cardiff Council Youth Department	Menter Caerdydd
1.6	**Develop opportunities for children and young people in English medium settings to positively connect with the Welsh language.**	Iaith ar Waith qualification provided to over 1200 learners in numerous fields across the college.	Increase by 25% by April 2020	WJEC and Welsh Teachers	CAVC
		Provide opportunities for the children and young people of Cardiff in English settings to engage positively with the Welsh language through Eisteddfodau / Camps / Sports and opportunites in the community.	April 2019 onwards Target: 1,500 children enrolled	WMC English Schools	URDD
		Collaborate with Cardiff's secondary schools through the Welsh Every Day project to provide positive opportunities for young people in English medium settings to use the Welsh language.	April 2019 onwards	English Schools	URDD

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		Research the possibility of developing twinning opportunities between Welsh and English schools to work together on specific projects	*By September 2019*	*Central South Consortium Joint Education Service, Welsh Schools, English Schools.*	Cardiff Council (Original Action Plan)
1.7	**Improve rates of progression between early years to post-16 education.**	Work with the primary and secondary schools and higher education settings to ensure a clear progression of Welsh education.	Date TBC Target TBC	Need to confirm other partners to assist	CAVC
		Promote our commitment to Welsh education and bilingualism in order to improve progression rates in the Welsh medium sector.	Strategic groups to continue with the development of resources, staff and provision. By September 2020	All Cardiff Schools, Coleg Cymraeg Cenedlaethol (Welsh College)	CAVC
		Promote Cardiff Council's established Welsh Immersion Unit (primary & secondary) which provides intense Welsh language learning enabling children to gain a level of fluency to transfer to education in a Welsh-medium School.	Annual presentation for new parents/parents of children aged 3-7 Regular social media promotion		Cardiff Council (Education & Lifelong Learning)

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		Implement the Welsh in Education Strategic Plan 2017 – 2020	*Increase the number of seven year olds educated through the medium of Welsh by 1.2%, from 15.2% in January 2016 to 16.4% by 2020.*	*Cardiff Council and the Welsh Language Forum*	Cardiff Council (Original Action Plan)
			Increase the number of learners in year nine being assessed in Welsh (First Language) by 1.5% to 14.4% by 2020.	*Cardiff Council and the Welsh Language Forum*	Cardiff Council (Original Action Plan)
			Increase the percentage of 17 year old learners studying 2 or more subjects through the medium of Welsh by 4% to 95% by 2020.	*Cardiff Council and the Welsh Language Forum*	Cardiff Council (Original Action Plan)

| | | Collect progression data from Early Years provisions (nursery groups) for the Schools so the Welsh Government can share with the county for the CSGA. Encourage transition between the nurseries and the schools they feed. | Date TBC

Target TBC | Mudiad Meithrin and the members working together with the primary schools | MUDIAD MEITHRIN |
|---|---|---|---|---|---|
| **1.8** | **Ensure that the Welsh language is seen as a valuable skill for training and employment.** | Increase awareness and encourage young people to consider and note the Welsh language as a skill when looking for employment and training through a series of 1:1 presentations with the Welsh in Business Officer | By July 2019 | Menter Caerdydd, Welsh in Buiness | Menter Caerdydd |
| | | Provide up to date and regular information for young people regarding job opportunities and apprenticeships which require bilingual skills. | Develop a joint strategy by April 2020 | Coleg Cymraeg Cenedlaethol, Ysgol y Gymraeg at Cardiff University, South Wales University, Colegau Cymru, Cardiff Council, Menter Caerdydd | Cardiff Council |
| | | Develop a resource for all Bilingual Cardiff partners to advertise Welsh essential jobs in a central and accessibile directory. | Resource available from October 2019 | The Welsh National College, Ysgol y Gymraeg at Cardiff University, South Wales University, Cardiff Council, Menter Caerdydd. | Cardiff Council |

		Bilingual Cardiff partner organisations to develop Welsh work experience schemes and apprenticeships within their organisations.	To start April 2020	Coleg Cymraeg Cenedlaethol, Ysgol y Gymraeg at Cardiff University, South Wales University, Welsh Colleges, Cardiff Council	Cardiff Council
		Increase employers' awareness of the Welsh skills that learners have when they leave College and the added value that these skills provide for employers.	BC partners to organise / attend job fairs from September 2019	WJEC	CAVC
		Provide opportunities for Cardiff's young people to volunteer with the Urdd and secure Welsh medium jobs.	April 2019 – March 2020 Target: 50 volunteers	Cardiff Schools Cardiff University	URDD
		Share the advantages of speaking two languages with Midwifery and Health Visitor students at Cardiff University and with child care students at the Cardiff and Vale Further Education College and pupils at the Welsh Comprehensive Schools	Date TBC Target TBC	Curriculum Leader of the Midwifery and Health Visitor course at Cardiff University, Cardiff and Vale College, Headteachers at Ysgol Gyfun Glantaf, Ysgol Gyfun Plasmawr, Ysgol Gyfun Bro Edern	MUDIAD MEITHRIN

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Community and Infrastructure					
REF	PRIORITY	OBJECTIVES	TIMESCALE	WHICH OTHER ORGANISATIONS COULD YOU WORK WITH	RECEIVED BY
2.1	**Promote the Welsh language as a unique selling point for Cardiff as a capital and core city and promote the 'Bilingual Cardiff' brand.**	Arrange a variety of events such as an open evening and business events during the year to promote the benefits of bilingualism and the Bilingual Cardiff vision.	April 2019 – March 2020 4 Events during the year	All partners	CAVC
		Ensure that economic, business and tourism marketing information includes a reference to Cardiff as a bilingual city.	By September 2019	Cardiff Council's Bilingual Cardiff and Tourism and Economic Development Teams	Cardiff Council
		Encourage private businesses who support the Welsh language to show or display the Bilingual Cardiff brand in their shops or businesses for Eisteddfod yr Urdd 2019	Relevant businesses and organisations to use the Bilingual Cardiff logo from April 2019	Welsh in Business Cardiff Council, Menter Caerdydd The Old Library	Cardiff Council
		Implement the Blues Welsh Language Policy including the Bilingual Cardiff actions	April 2019 – March 2020	Cardiff Council	Cardiff Blues
		Conduct research into the possibility of Developing a Welsh Language / Bilingual Cardiff Tourism Strategy (following a recent example in Scotland)	Date TBC Target TBC	Cardiff University	Cardiff University Cardiff Council

2.2	**Increase the use of the Welsh language in all high profile and major events hosted in Cardiff, support existing Welsh-language community events and share good practice..**	Administer and maintain an electronic network promoting Welsh and Bilingual events across the city.	From September 2019 and continuously after that	Menter Caerdydd	Menter Caerdydd
		Ensure that the need to promote the Welsh language in all campaigns and materials bilingually is incorporated into any contract, tender, licence or any other legal agreement with events' organisers and that all events are bilingual.	To be completed by March 2019. An audit of events to be conducted between April 2019 and March 2020	Cardiff Council – Events, Tourism and Bilingual Cardiff, Welsh Government	Cardiff Council
		Sponsor and have a strong presence in Tafwyl.		All partners of the Forum	CAVC
		Organise 10 Eisteddfod Cylch / Dance / Region / Art and Crafts events across Cardiff for over 3,500 children and young people and hold 10 sports competitions for over 3,000 children through the medium of Welsh.	April 2019 onwards		URDD
		Permit Applications (events) to include conditions to ensure bilingual signs and publications.	From September 2019		Cardiff Council

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		Hold the Urdd National Eisteddfod in Cardiff Bay for over 15,000 competitors and over 90,000 visitors	May / June 2019	Cardiff Council	URDD
2.3	**Increase the visibility of the Welsh language within the city to reflect a 'Bilingual Cardiff' through existing planning mechanisms.**	Provide language awareness sessions, advice and practical support to small and medium businesses to introduce and use the Welsh language in business.	July 2019	Welsh in Business, Menter Caerdydd, FOR Cardiff, FSB, Business Wales	Menter Caerdydd
		Research, and where applicable, note planning methods to ensure that planning applications for big developments like chain shops, supermarkets and retailers consider the need to put up bilingual signs and notices.	Shop Front Guidelines and Signs and Supplementary Planning Guidance completed. Operational from April 2019 Prepare a 'best practice' guide with existing examples for businesses – October 2019	Cardiff Council – Planning	Cardiff Council
		Research, and where applicable, note planning methods to ensure that planning applications for new housing developments	Shop Front Guidelines and Signs and Supplementary	Cardiff Council – Planning	Cardiff Council

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		consider the need to erect bilingual signs and notices.	Planning Guidance has been completed. Operational from April 2019		
			Prepare a 'best practice' guide with existing examples for businesses – October 2019		
		Conduct quarterly audits to ensure that the Welsh language appears first on all material displayed which is created by the Council.	From April 2020	Cardiff Council	Cardiff Council
		All planning decision notices for commercial applications to include recommentations to ensure bilingual signage.	From September 2019		Cardiff Council
		Adopt a new street naming policy which confirms existing bilingual street names and aims to give all new streets a Welsh name only with the emphasis on using researched historical/heritage names for all new streets in Cardiff.	From July 2019		Cardiff Council

		Create an online resource to promulgate knowledge and information regarding historic or linguistic meaning behind new street names.	From April 2020		Cardiff Council
		Confirm list of standardised Welsh place names in Cardiff for Welsh Language Commissioner.	From April 2020		Cardiff Council
		All commercial planning applications decisions to suggest using bilingual signs	From September 2019		Cardiff Council
2.4	**Introduce the Welsh language to new and emerging communities as a way of convening Welsh culture and promote Welsh language learning and Welsh medium education.**	Schools officer to visit every local secondary school to talk about Welsh education, learning Welsh and cultural awareness.	Date TBC Target TBC	Need to confirm other partners to assist	CAVC
		Co-ordinate with the third sector to develop Welsh classrooms for new and prospective communities, including refugees and migrants, to identify further opportunities for new communities in the city to learn Welsh.	4 Welsh taster classrooms available by January 2020	Ysgol y Gymraeg (Welsh for Adults) at Cardiff University, Y Ganolfan Dysgu Cymraeg Genedlaethol, Cardiff Council, Welsh Refugee Council	Ysgol y Gymraeg (Welsh for Adults)
		Outreach activites by Welsh schools in local communities.	From September 2019	Welsh Schools (facilitated by Cardiff Council – Education	Cardiff Council

				and Lifelong Learning), Cardiff University (Welsh for Adults).	
		Take part in new projects promoting bilingualism in the community.	Continued throughout the year.	Menter, Coleg Cymraeg Cenedlaethol	CAVC
		Develop new Ti a Fi nursery groups through a Sefydlu a Symud scheme in new areas.	Date TBC Target TBC		MUDIAD MEITHRIN
		Promote our work in new communities across the city	Date TBC Target TBC	Oasis Centre, Growbaby Scheme Cardiff	MUDIAD MEITHRIN
2.5	**Support Yr Hen Lyfrgell – Cardiff's Welsh Culture Centre to increase outreach activities and develop opportunities to showcase Cardiff's extensive Welsh language history and heritage.**	Yr Hen Lyfrgell to plan, coordinate and advertise a calendar of outreach activities to introduce the Welsh language and its rich history and heritage to new audiences.	From September 2019.	The Old Library, Ysgol y Gymraeg at Cardiff University, Menter Caerdydd, Cardiff Council, National Museum Wales.	Menter Caerdydd Cardiff Council
		Develop opportunites to increase awareness of the Welsh language in innovative ways, based on the successes of the Welsh Football Association in this area to ensure more support and ownership of the Welsh language.	Prepare an action plan by September 2019. Implement the plan from September 2020.	Cardiff Council – Bilingual Cardiff, Ysgol y Gymraeg, Cardiff University, Welsh Football Association, all Bilingual Cardiff partners.	Cardiff Council

		Set up Menter Caerdydd's new office in the Old Library creating a hub for the Welsh language and a seasonal programme of activities and campaigns in the city centre.	By April 2019 Target TBC	Menter Caerdydd, Cardiff Council, Llaeth & Siwgr, Dysgu Cymraeg Cenedlaethol, Cardiff Story Museum, Bodlon	Menter Caerdydd
		Work in partnership to promote the activites of the Welsh Centre with parents.	Date TBC Target TBC	Yr Hen Lyfrgell	MUDIAD MEITHRIN
		Provide different vocational skills training sessions in Welsh.	January 2020 Target TBC	Menter, The Welsh National College, Urdd.	CAVC
		Establish level of support to set up permanent committees to raise money for Welsh language promotion as a legacy of the Cardiff National Eisteddfod 2018 and report back to the Bilingual Cardiff Forum.	By September 2019	National Eisteddfod, Menter Caerdydd, Bilingual Cardiff	Cardiff Council
		Hold the Tafwyl festival annually by working with the voluntary, public and private sector to create a 9 day national event. Promote and raise the profile of the Welsh language attracting Welsh and non-Welsh communities to socialise and engage with	June 2019 and every year thereafter. Target: 40,000 visitors to the event	Menter Caerdydd, Cardiff Council, Cardiff Castle. Welsh Government	Menter Caerdydd

		the Welsh language, the Welsh Music scene, Literature, sports and culture.			

Welsh Services and the Workplace

REF	PRIORITY	OBJECTIVES	TIMESCALE	WHICH OTHER ORGANISATIONS COULD YOU WORK WITH	RECEIVED BY
3.1	**Increase the number/percentage of Welsh speakers within the City of Cardiff Council and enable and support fluent staff, as well as staff who are learning, to use the Welsh language in the workplace, and encourage Bilingual Cardiff partner organisations to adopt the same approach.**	Provide Welsh lessons for CCAF tutors.	Increase numbers on the Welsh in the Workplace project by 10% September 2019.	Welsh in the Workplace, Sgiliaith, Menter Caerdydd	CAVC
		Ensure that all staff at WMC are offered 3 levels of Welsh lessons 1) 10 hour admission online 2) intensive course 3) refresher for fluent speakers. Share practical considerations and resources with BC Forum partners with a view to all partners following suit.	The lessons are provided during work hours at the Canolfan Dysgu Cymraeg. The students of the intensive course will sit the WJEC Admission exam		WMC
		All WMC staff to receive informal sessions to practice greeting, thanking and helping customers in Welsh in readiness for the Urdd Eisteddfod.	By May 2019	URDD, Cardiff Council	WMC

		Hold weekly informal coffi a chlonc sessions for all Bilingual Cardiff partners to give Welsh speakers of every level an opportunity to meet and practice.	Weekly from April 2019	Menter Caerdydd; Cardiff Council	WMC
		Increase the number of bilingual staff in Cardiff Council to reflect the percentage of Welsh speakers in the community and encourage other Bilingual Cardiff public organisations to adopt the same method.	From 2018/19 to 2022, increase the number of staff with Welsh language skills in the Council's workforce by 20%. Share good practice with other public organisations by April 2022.	Cardiff Council, The Welsh National College, South Wales College, Ysgol y Gymraeg, Cardiff University, Welsh Colleges, Recruitment Agencies	Cardiff Council
		Increase the number of Cardiff Council staff who attend Welsh courses by 10% between 2018-19 and 2022.	Increase of 10% between 2018/19 and 2022.		Cardiff Council (Cardiff Academy)
		Cardiff Council Academy to hold events to promote Welsh language training and support staff to attend.	Twice a year every year from 2019 – 2022		Cardiff Council (Cardiff Academy)
		Extend Mudiad Meithrin's Language Scheme (Cross the Bridge) to help develop the language skills of the staff and children at the nurseries	Date TBC Target TBC		MUDIAD MEITHRIN
		Promote oppotunites for parents to learn Welsh across the city.	Date TBC Target TBC	Clwb Cwtsh Mudiad Meithrin,	MUDIAD MEITHRIN

					Learn Welsh Cardiff	
3.2	**Encourage Bilingual Cardiff partner organisations to provide Welsh language training and Welsh language awareness training to all Senior Managers and staff.**	Provide various training courses through the medium of Welsh e.g First Aid, Health and Safety, Level 2 and 3 Play Qualifications to the people of Cardiff.	From September 2019 and annually thereafter	Cardiff Council (Academy)	Menter Caerdydd
		Ensure that Cardiff Council staff and managers attend language awareness courses and encourage other Bilingual Cardiff public organisations to adopt the same method.	Report annually on the number and percentage of staff who have received training	Cardiff Council, Public Services Board, Ysgol y Gymraeg, Cardiff University	Cardiff Council
		Cardiff Council to ensure that Welsh learner and improver courses are available to all members of staff who deal with the public and encourage other Bilingual Cardiff public organisations to adopt the same method.	Report annually on the number and the percentage of staff who have received training	Cardiff Council, Public Services Board, Ysgol y Gymraeg, Cardiff University	Cardiff Council
		Various guest speakers from the Forum to hold sessions to raise awareness about their work / language awareness.	Programme of sessions by July 2019	Mudiad, Menter, Sgiliaith, Urdd, Byd Busnes, WMC	CAVC
		Ensure that all Council reception staff complete Welsh language awareness training and offer any face to face awareness training to other Bilingual Cardiff Forum partners.	All reception staff to complete training by April 2020	All BC Forum Partners	Cardiff Council
		Provide a course on the language immersing method for members of the AcadeMi and offer relevant training to	Date TBC Target TBC		MUDIAD MEITHRIN

		Bilingual Cardiff partners where appropriate/relevant.			
		Ensure that every member of staff at the Centre receives language awareness sessions as part of their induction training and offer relevant training to Bilingual Cardiff partners where appropriate/relevant.	Refresher sessions are provided before big events like the National isteddfod and Eisteddod yr Urdd in Cardiff Bay	Ateb Cyf works with the Centre to create and lead some of these sessions	WMC
3.3	**Implementation of the Welsh language standards by relevant Bilingual Cardiff organisations resulting in increasing the availability and use made of Welsh language services.**	CCAF communication department to provide Welsh lessons to all business assistants.	Date TBC Target TBC		CAVC
		Implement the language standards and help other Bilingual Cardiff organisations to achieve the same thing.	From the relevant statutory conformation dates.	All Bilingual Cardiff partners.	Cardiff Council
		Notify assistants of lessons and specific events to improve Welsh skills.	Timescale in place by September 2019.	Welsh in the Workplace	CAVC
		Hold monthly Mystery Shopper surveys on Cardiff Council Welsh language services.	From September 2019 – March 2020		Cardiff Council
		Develop a mystery shopper programme with interested partners to report on the effectiveness of the Welsh services within those organisations.	Programme developed by December 2019 Mystery shopper exercises to commence April 2020		BC Forum partners

3.4	**Demonstrate a strong commitment to the Welsh language in collaboration arrangements and 3rd party contract and commissioning documents and ensure Welsh language considerations are included from the outset.**	Administer the Phone Book – Directory which outlines the Welsh services available in the city to promote and raise awareness of private businesses and public services.	From April 2019	Menter Caerdydd	Menter Caerdydd
3.5	**Increase opportunities for people to receive Health & Social Care in Welsh.**	Organise a bilingual child care and health and social care conference.	Conference to be scheduled between September 2019 – March 2020	Menter, The Welsh National College, Mudiad.	CAVC
		Ensure that the Active Offer of Welsh services is shared with all members of staff in the Social Services and within commissioned services.	March 2020	Cardiff Council, Cardiff and Vale Health Board	Cardiff Council
		Include a Welsh service within third party and independent contract details, service level contracts and grant finance processes where needed.	March 2020	Cardiff Council, Cardiff and Vale Health Board	Cardiff Council
		Ensure that we can provide as many services as possible in Welsh. Where gaps in the workforce capacity to provide services	March 2020	Cardiff Council, Cardiff and Vale Health Board	Cardiff Council

		in Welsh is noted these should be reflected in the organisation's Bilingual Skills Strategy.			
		Create a Recruitment Package for social care students (Welsh medium)	Date TBC Target TBC		Cardiff Council
3.6	**Examine the way our services are offered to the public and work with specialists in language choice architecture to ensure equitable linguistic choice.**	Ensure a Welsh stand and/or presentation in fresher's week and open evenings to promote studying in Welsh or bilingually including information on availability of Welsh courses.	September - October 2019	All colleges and universities	CAVC
		Conduct experiments by offering existing online or computerised Council services via different language choice architectures, in order to ascertain which is the most likely to ensure the highest level of use in Welsh	Starting January 2019		Ysgol y Gymraeg, Cardiff University (Original Action Plan)
		Conduct research with parents of pre-school age children to ascertain what linguistic choice architecture mechanisms and/or considerations the Council may need to put into place in order to increase the number of children in Welsh medium education in Cardiff.	Starting January 2019		Ysgol y Gymraeg, Cardiff University, Cardiff Council (Original Action Plan)

CYNGOR CAERDYDD

CARDIFF COUNCIL

POLICY REVIEW & PERFORMANCE

SCRUTINY COMMITTEE   **08 May 2019**

DEVELOPING THE COUNCILS NEW PROPERTY STRATEGY

Reason for the Report

1. To receive the Property Strategy 2015 – 2020 and a recent Annual Property Plan to provide initial views for the development of the Property Strategy 2020-2025

Background

2. The Council's Property Strategy 2015 -20 attached as **Appendix 1** established a series of property targets to be achieved by 2020. Progress on the targets is reported through the Annual Property Plan (APP), previously known as the Corporate Land and Property Plan.

3. The current land area of the of the Council's estate is 10,042 acres with its property providing 726,093 sqm of gross internal area (GIA). Together these have a combined value of £1.2 billion with the running costs of approximately £37 million per annum.

4. The key themes of the Property Strategy 2015 -20 are:

   - Modernisation: - to develop a more modern portfolio of assets which supports and assist the delivery of front line services, cost less to run and is not in need of costly repair.

   - Collaboration: - to work closely with the public sector and community partners to identify opportunities for property and service collaboration.

   - Rationalisation: - Disposal or relinquishment of assets is the principal means of delivering capital receipts and achieving APP targets relating to GIA and running cost reduction.

5. It is estimated that the targets set in the Property Strategy 2015-20 will be exceeded by March 2020.

Issues

6. The Council is intending to publish a new Property Strategy in April 2020 which will cover the period 2020-25. It is intended that the new strategy will be built on the principals established over that last 5 years and will focus on the operational estate, land and the non-operation estate.

7. The principals of Corporate Landlord will be central to the new strategy and new information relating to the property condition, use and running cost of the estate will underpin decision making.

8. This will be delivered with well-established governance, business processes, service area engagement and new property target to be achieved by 2025.

Way Forward

9. The following representatives will be in attendance to provide additional information and respond to any concerns that the committee members may have:

- Cllr R Goodway, (Cabinet Member for Investment and Development)
- Neil Hanratty, (Director in Operations CEX Directorate)
- Helen Thomas, (Head of Property)

Legal Implications

10. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

Financial Implications

11. The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any financial implications arising from those recommendations.

RECOMMENDATION

13. The Committee is recommended to:

    a. consider the information provided at this meeting; and

    b. assist in the development of the new Property Strategy 2020-2025; and

    c. consider the requirements for further scrutiny of this issue.

Davina Fiore
Director of Governance & Legal Services
01 May 2019

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CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD

CABINET MEETING: 20 NOVEMBER 2014

PROPERTY STRATEGY

REPORT OF DIRECTOR FOR ECONOMIC DEVELOPMENT

AGENDA ITEM: 5

Appendix 2 which forms part of this report contain exempt information of the kind described in paragraph 14 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972

Reason for this Report

1.   To present a new Corporate Property Strategy to provide a framework for improving the performance of the Council's property estate over the next five years.

Background

2.   The Council owns or has an interest in a large property estate with a current use value of around £1bn. This comprises 523 operational buildings, which are used to deliver Council services, manage operations and provide office accommodation, as well as over 500 non-operational properties, which generate income and sustain and promote employment and economic regeneration around the city. These properties are let by the Council and produce revenue income of around £4m per annum.

3.   Apart from staffing costs, expenditure on the operational estate represents the next largest call on the Council's revenue budget. Currently, the running cost of operational property stands at around £35m per annum, with a +maintenance backlog of over £100m.   The running costs comprise: repair and maintenance; NNDR; rent (on leased properties); utility outgoings (water, gas, electricity); cleaning; caretaking; grounds maintenance; health and safety; insurance; waste disposal etc.

Context

4.   **Performance.** The Wales Audit Office has encouraged all local authorities in Wales to prepare a Corporate Property Strategy to provide a clear framework for improving the performance of their property estates. In addition the latest Wales Audit Office Corporate Assessment concludes that the City of Cardiff Council *"is not managing its land and property assets well".* The 2013 Welsh Local Government Association also concluded that *"There should be an urgent review of assets….[and*

that] business case to be presented to Members not only dealing with the current position but also showing options relating to the probable workforce requirements a the end of the 3 year planning horizon or even longer if the scale of reductions in headcount is expected to continue."

5.   **Financial pressures.** The unprecedented financial pressures facing the authority will require a new and improved approach to the use and management of the Council's property assets. The approved budget for 2014/15 included making significant savings amounting to £48.645 million. Over the past six years the level of savings identified as part of the budget setting process has amounted to circa £130 million and these have become more challenging to achieve year on year. The July Budget Strategy report identified a budget gap of £45.5m in respect of 2015/16, and an anticipated shortfall over the three year period within the Medium Term Financial Plan of £124m.

6.   **Changing shape and size of organisation.** In response to the financial pressures it is inevitable that the organisation will be smaller. As a result there will be a lower requirement for both office accommodation for staff, as well as other operational property. Changes in the way that services are delivered will also mean that there will be a lower requirement for property. Examples would include increased partnership working and co-location of services.

7.   **Increasing costs.** The cost of running Council buildings is increasing at a progressive rate. Consequentially, the ability to meet the maintenance needs of the Council's operational property is significantly constrained by financial provision. As a result, this leads to an ever increasing maintenance backlog, with a commensurate risk relating to property being no longer fit for purpose. In the short-term this may result in a negative impact on services, whilst in the long-term this creates more serious health and safety related risks.

8.   **Changing demand for services.** Cardiff's population is expected to grow faster than any other local authority in Wales in forthcoming years. In particular there will be significant growth in the city's older and younger population, with commensurate demands for services. In particular the city's population aged 85 or over is expected to grow by 80% by 2033 according to Welsh Government data, whilst the population aged 15 and under is expected to rise by 28% over this period. These changes, as well as changing preferences of service users, are likely to have a considerable impact on the demand for local services.

9.   **Changing working practices/technological developments**. As well as changes in the way that demand is services, there are also changes in work practices that affect the need for space. Flexible working, space sharing and hot desking are all relatively commonplace activities in the modern office, which all contribute to a reduction in the need for desk space. Technology is also significantly changing the way that we work, from both the accommodation and service delivery perspective. Remote working is now something that can easily be undertaken, with

developments in both digital communication speeds and security enabling greater access to data and information from shared resources.

10. **Schools Estate.** The city's schools currently account for almost two-thirds of the Council's property estate, and are located throughout our city's communities. Given the size and location of the city's schools estate, and the need to improve and modernise school buildings to support improvement in educational outcomes, they offer significant opportunities to support the community provision of public services through investment.

Organisational Development Programme

11. In addressing the challenges faced by the local authority, an Organisational Development Programme has been developed. The programme includes five work-streams which will deliver the fundamental changes needed to ensure sustainable services, with Assets & Infrastructure being a key workstreams.

12. The key focus of the assets and infrastructure work-stream will be on rationalising and modernising the Council's estate to reduce the cost of occupying, managing and maintaining buildings and to improve operational efficiency. It will also seek to improve co-operation around property assets with other public sector service providers to ensure the Council and its partners deliver services in an optimum way. With the majority of the Council's property costs relating to schools it is also important to have a more integrated approach to the Schools Organisational Programme.

13. Office rationalisation and the development of community hubs will be central to delivering the programme, aiming to support service improvements whilst reducing the average cost of delivery.

Developing a Property Strategy for Cardiff

14. Although an ongoing programme of positive property rationalisation has been in place for a number of years producing a stream of capital receipts and associated revenue savings, the extent of the financial cuts facing the Council now requires a more radical and focused approach.

15. It is proposed that the Council adopts a high level Property Strategy that provides:

- A five year vision and strategy for the Council's operational estate to provide context for the implementation of an annual Corporate Asset Management Plan (CAMP).
- A clear linkage between the Council's Corporate Plan and the implementation of property management practices and procedures.
- A rationale for the ownership, interest in, management and use of property.
- A cogent governance framework within which all property related decision making and operational management can be conducted.

16.   A Corporate Property Strategy is attached as Appendix 1. The strategy outlines the vision for the Council's operational as:

"to make our property work better for the Council, its partners, and communities through providing fewer, but better buildings."

17.   The key aims of the strategy are to:

- Enable the Organisational Development Programme and support delivery of service improvement.
- Rationalise the estate to significantly reduce operational costs and the maintenance backlog.
- Modernise the estate to improve fitness for purpose and value for money, and deliver more sustainable public buildings.
- Maximise the potential of the total public estate in Cardiff.

18.   Overall the strategy will make the move from a service area silo approach to property management, to a corporate public services approach that makes it easier for people in Cardiff to access public services in an improved environment, whilst reducing the cost and environmental footprint of the public services property estate. This represents a step change in the way we manage property – enabling us to respond to the financial challenges facing the public sector whilst also supporting the improvement of joined-up public services in Cardiff.

19.   To deliver against these aims the strategy presents a number of strategic objectives, to:

- Improve decision making by establishing Property as a 'Corporate Asset' to ensure all decisions are taken for the good of the Council as a whole.
- Improve prioritization to ensure a clear link to the Corporate Plan and the Organisational Development Programme.
- Improve partnership working to help deliver better joined-up service delivery in communities and to realise additional value through maximizing the opportunities of economies of scale to reduce overall running costs and provide a more sustainable public property portfolio with a reduced carbon footprint.
- Ensure a strong rationale for the use and ownership of property, including community benefit and value for money.Lead by example through delivering high quality Council infrastructure in communities to support the creation of more attractive local environments.
- Improve the performance and reputation of the Council's property related services.

20.   The plan to deliver against these objectives will be based on three core themes:

- **Modernisation –** this involves improving the quality of the Council's estate through a programme of investment to provide modern, fit for purpose and sustainable buildings with a low carbon footprint. And in

doing so: improve service delivery, customer satisfaction and staff morale; and significantly reduce the running cost of the estate and the maintenance backlog.

- **Rationalisation –** this involves reducing the number of buildings managed and operated directly by the Council to reflect the emerging future shape of the organisation. And in doing so: significantly reduce the running cost of the estate and the maintenance backlog.
- **Collaboration –** this involves improving the way the Council works across service areas and with public sector partners to join-up service delivery in communities. And in doing so: reduce the overall footprint of the public sector estate to reduce the running cost of the estate and the maintenance backlog.

21. The Property Strategy also outlines the key principles of the strategy and themes of activity for each of the three main areas of the Council's estate, namely, schools, offices and community buildings. Schools currently account for almost two-thirds of the Council's property estate, and have buildings located through the city. After Schools, the Council's office estate represents the next most significant area of property use. The office estate is dispersed and largely out of date and as such is also relatively expensive operate compared to modern office accommodation. Community buildings are where the Council delivers its services in our communities and where the front line staff are located. These buildings service a range of services, both supporting the delivery of statutory services, as well as supporting wider goals of the city, such as theatres or sports centres.

22. The strategy has been prepared following in depth meetings with all property occupying Service Areas to understand the service related demands and pressures they are facing and from which property related implications have been derived. The strategy also brings into sharp focus the broader financial challenges facing the council and the ways in which the adoption of this strategy will positively contribute to reducing the council's revenue expenditure.

23. A Corporate Asset Management Plan will be prepared annually to deliver the Property Strategy. The Plan will be supported by Service Area Action Plans that will outline an annual plan operational property for services areas, focussing on office and non-front line operations. In addition, Neighbourhood Action Plans will also outline proposals for community buildings, including partnership assets.

24. As part of this new approach, a more clearly defined process – the Property Toolkit - will be developed for declaring land and property surplus to requirements to help speedier decision making whether to utilise surplus property to assist service delivery in an other parts of the Council; to utilise surplus property to support other economic or social outcomes; to lease surplus property to generate income; or to dispose of surplus property to generate capital receipts. To support this fitness for purpose assessments will be undertaken for all identified operational property assets. These assessments will consider:

- Average cost of running cost and maintenance in comparison with benchmark properties
- Demand for use in comparison with benchmark properties
- Current occupancy arrangements and effective utilisation of buildings.
- Building condition surveys
- Alternative use or development potential and value.

25. To oversee the delivery and performance of the property strategy a new Asset Management Board will be convened. The Asset Management Board will meet every quarter or as frequently as required and will review the performance of the property portfolio and management of operational assets. Members of the board will comprise:

- Chief Executive of Cardiff Council
- Corporate Director Resources
- Director Economic Development
- Director Education
- Director Communities, Housing and Customer Services
- Corporate Property and Estates Manager

26. As part of the strategy, Strategic Estates will act as the corporate custodians of the estate. The Asset Management Officer will coordinate the process and support the work of the Asset Management Strategy Board; and maintain an oversight of emerging or changing property related initiatives and priorities. He will be supported by the Team's experienced group of valuers and chartered surveyors.

27. A property partner will work with service areas to develop Service Area Property Plans. This plan will articulate the service area's current and projected operational property requirements and will seek to marry the requirement against existing and potential future property assets. In particular, this approach will help to robustly manage demand for property and significantly assist with the challenge of reducing the Council's operational estate and associated running costs.

28. A Property Partner will work with service areas to develop Service Area Property Plans. The Property Partner will be an experienced valuer from the Strategic Estates team and will assist in terms of both the production of the Service Area Property Plans as well as implementing the property toolkit and undertaking fitness for purpose assessments.

29. A fundamental part of the delivery of the Property Strategy is also greater collaboration between service areas and across public services in Cardiff. To deliver this Neighbourhood Area Action Plans will be produced that will consider community buildings from an area perspective, and not just a service perspective.

30. A draft property strategy is attached as Appendix 1.

Reasons for Recommendation

31. To enable Cabinet to determine the principles by which the Council's property portfolio will be managed and operated.

Financial Implications

32. Property assets used by the Council influence a significant part of service delivery and form a large part of the Council's revenue and capital budgets. A sustainable, modern and efficient property portfolio can result in reductions in expenditure, which can be used towards budget savings or re-prioritisation of limited resources to property assets essential in delivering improved service delivery.

33. With current financial challenges and the need to continue the city's growth, options for realising value from existing assets to support the costs of investment need to be considered in increasing the affordability of the Council's Capital Programme.

34. The Strategy highlights a number of areas to be taken forward, including schools, offices and hubs. Any proposals should only be taken forward if funding is identified in the Council's approved budget and where external funding is being sought, grant terms and conditions as well as financial implications such as VAT will need to be considered.

35. It is essential that a co-ordinated approach to the use of land and buildings takes place in order to avoid any un foreseen financial implications, with risks and implications considered on a case by case basis, with the preparation of robust business cases and approval as appropriate e.g via Cabinet, the Council's Investment Review Board set up as part of Organisational Development and Asset Management Board.

36. The report proposes introduction of revised decision making processes. Where these require changes in Council financial, procurement or Disposal regulations, consultation should take place with the Corporate Director Resources.

Legal Implications

37. The Council has an obligation to ensure value for money in its management, acquisition and disposal of land and property as public assets

RECOMMENDATIONS

Cabinet is recommended to approve the attached Property Strategy.

NEIL HANRATTY
Director
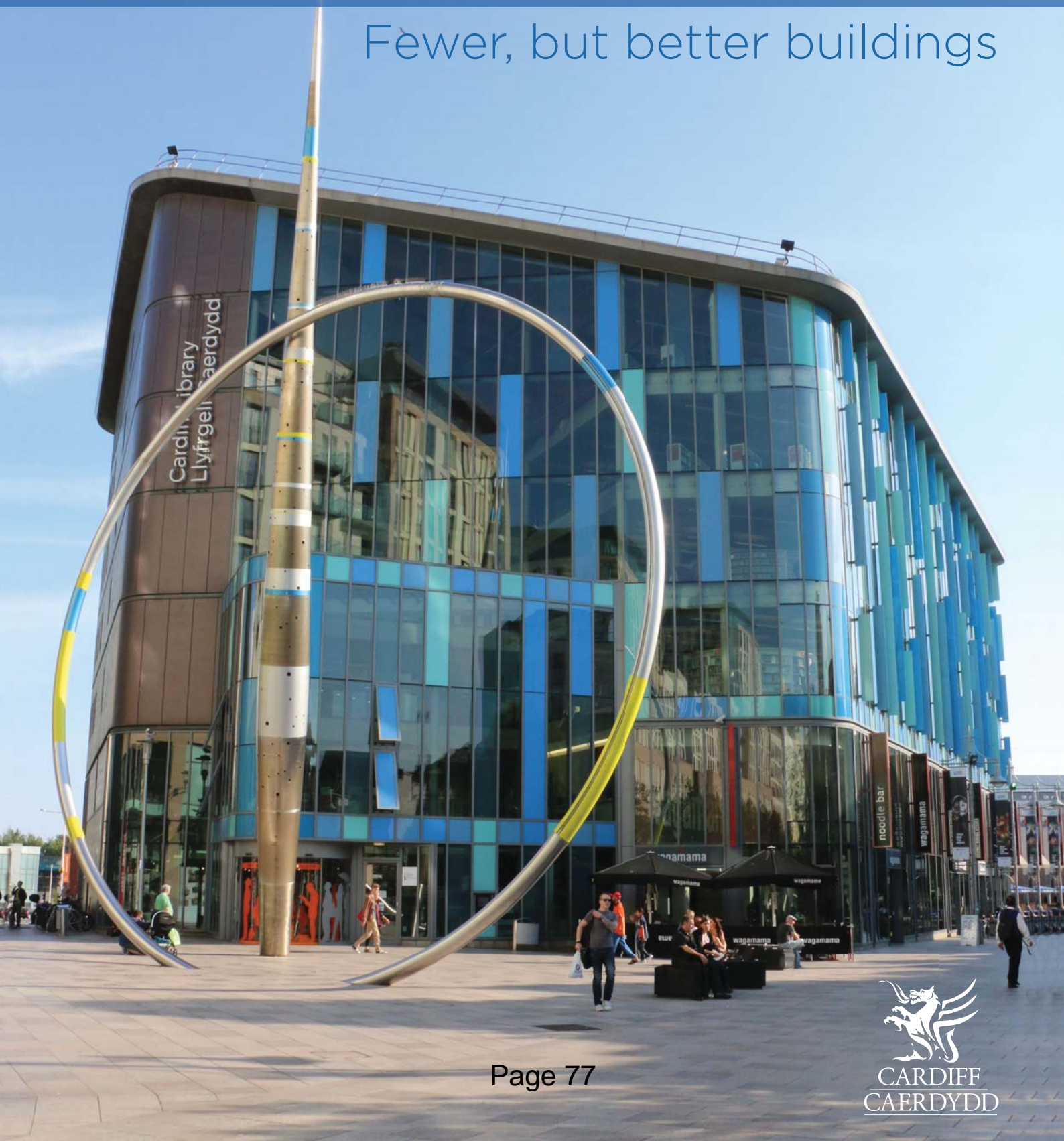14 November 2014

The following Appendices are attached

Appendix 1: Corporate Property Strategy
Confidential Appendix 2: Review of Council Property

The City of Cardiff Council

PROPERTY STRATEGY

2015 - 2020

Fewer, but better buildings

CARDIFF
CAERDYDD

CONTENTS

EXECUTIVE SUMMARY

The Wales Audit Office has encouraged all local authorities in Wales to prepare a Corporate Property Strategy - to provide a clear framework for improving the performance of their property estates.

The City of Cardiff Council has a substantial property estate with a current use value of over £1billion. The cost of operating this estate is the second largest call on the Council's revenue budget at circa £50m per annum. In the face of unprecedented financial pressures the Council has begun to implement an Organisational Development Programme to manage a transition towards a new target operating model, with the effective management of property regarded as a key enabler. This Corporate Property Strategy will provide the framework for managing the Council's estate.

The ambition of the Strategy is: "*to make the property estate work better for the Council, its partners, and communities by providing fewer, but better buildings.*"

This is underpinned by a number of key aims that will help reframe the Council's priorities in terms of how it goes about improving the performance and impact of its estate. In particular the strategy aims to:

- Enable the Organisational Development Programme and support delivery of service improvement.
- Rationalise the estate to significantly reduce operational costs and the maintenance backlog.
- Modernise the estate to improve fitness for purpose and value for money, and deliver more sustainable public buildings.
- Maximise the potential of the total public estate in Cardiff.

Overall the strategy will make the move from a service area silo approach to a joined-up corporate that makes it easier for people in Cardiff to access public services in an improved environment, whilst reducing the cost and environmental footprint of the Council's estate. This represents a step change to the way in which the Council manages its estate.

To deliver against these aims the strategy presents a number of strategic objectives, to:

- Improve decision making by establishing Property as a 'Corporate Asset' to ensure all decisions are taken for the good of the Council as a whole.
- Improve prioritization to ensure a clear link to the Corporate Plan and the Organisational Development Programme.
- Improve partnership working to help deliver better joined-up service delivery in communities and to realise additional value through maximizing the opportunities of economies of scale to reduce overall running costs and provide a more sustainable public property portfolio with a reduced carbon footprint.
- Ensure a strong rationale for the use and ownership of property, including community benefit and value for money.
- Lead by example through delivering high quality Council infrastructure in communities to support the creation of more attractive local environments.
- Improve the performance and reputation of the Council's property related services.

A range of new arrangements will be introduced to enable the Council to deliver against these objectives and to create a framework for a series of annually monitored and updated action plans. The action plans will be delivered as part of the budget setting and business planning process and will be based on the following core themes of activity:

Modernisation – this involves improving the quality of the Council's estate through a programme of investment to provide modern, fit for purpose and sustainable buildings with a low carbon footprint. And in doing so: improve service delivery, customer satisfaction and staff morale; and significantly reduce the running cost of the estate and the maintenance backlog.

Rationalisation – this involves reducing the number of buildings managed and operated directly by the Council to reflect the emerging future shape of the organisation. And in doing so: significantly reduce the running cost of the estate and the maintenance backlog.

Collaboration – this involves improving the way the Council works across service areas and with public sector partners to join-up service delivery in communities. And in doing so: reduce the overall footprint of the public sector estate to reduce the running cost of the estate and the maintenance backlog.

Finally, the strategy highlights the importance of the schools estate in terms of it influence over the performance of the estate as a whole. Schools make up two thirds of the Council's estate. Not only is there huge potential to utilise existing school assets to lever funding to modernise schools, there is also opportunity to extend the impact of schools to provide significant additional value in communities.

SECTION 1:
INTRODUCTION

Purpose of the Report

The Wales Audit Office has for a number of years encouraged local authorities and other public bodies in Wales to prepare high-level land and building strategies to set out the business need for holding land and buildings and to articulate how they support corporate priorities and wider-reaching objectives such as sustainability, collaboration and partnership working.

In 2010, a review undertaken by the Wales Audit Office (WAO) recognised that significant progress had been made by the Council in terms of the way in which it managed its property estate. However, in the recent Corporate Assessment published in May 2014 the WAO did not consider that the Council was managing its land and property assets well. They considered progress had stalled in 2013 with no clear strategy for realising the aspirations of the 2012/13 Corporate Asset Management Plan. They further observed that the range of property information systems was not sufficiently joined up, and an absence of easily accessible and accurate information on property inhibited corporate oversight of property performance.

This Property Strategy aims to address the concerns raised by the WAO by putting in place a high-level framework to govern the way in which the Council manages and uses its property estate. In particular the strategy aims to provide a framework for supporting and stimulating the Council's Organisational Development Programme and for delivering accelerated interventions across the Council's estate to reflect the Medium Term Financial Plan.

The strategy aims to set the tone for a range of activities that will support improved decision making and to ensure that all decisions relating to property are taken for the good of the Council as a whole and are taken in the proper context of the MTFP, the Corporate Plan, the Community Strategy and the Organisational Development Programme. The strategy also aims to provide clarity on how the Council intends to monitor and measure the performance of its estate and how it will benchmark performance against other relevant authorities and cities.

Finally, a key aim of the strategy is to significantly accelerate joined-up working across Council departments and with public sector partners by providing clarity on the Council's intentions for its property estate and by putting in place the relevant intelligence and decision making arrangements that will enable effective dialogue with partners, and the appropriate authority to speed up implementation.

The new approach will make the move from a service area silo approach to a joined-up corporate approach that makes it easier for people in Cardiff to access public services in an improved environment, whilst reducing the cost and environmental footprint of the Council's estate. This represents a step change to the way in which the Council manages its estate.

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Context

The City of Cardiff Council owns and manages over 1000 properties with a current use value in excess of £1billion. The estate is made up of 523 properties held to support delivery of Council services, referred to as the Operational Estate, and circa 500 properties held to generate income or to support broader economic, social and/or environmental goals, referred to as the Investment Estate.

The cost of managing, operating and maintaining the Council's estate is in excess of £50m per annum - the second largest call on the Council's revenue budget after staff costs. The overall quality of the Council's estate is deteriorating, with over 50% considered to be in a 'poor' condition, leading to ever increasing maintenance costs and a growing maintenance backlog which is now in excess of £100m.

The financial pressures associated with managing the Council's estate are amplified by the public sector funding cuts that are set to change the face of Council service delivery moving forward. The approved budget for 2014/15 included making significant savings amounting to £48.645 million. Over the past six years the level of savings identified as part of the budget setting process has amounted to circa £130 million and these have become more challenging to achieve year on year. The July Budget Strategy report identified a budget gap of £45.5m in respect of 2015/16, and an anticipated shortfall over the three year period within the Medium Term Financial Plan of £124m.

In addition to the above, the demand for Council services seems to grow at an ever

	1983	2013	Change	% Change
Aged 0 - 15	55,800	60,900	5,100	9%
Aged 16 - 64	187,900	243,100	55,200	29%
Aged 65 and over	42,300	47,900	5,600	13%
TOTAL	286,000	351,900	65,900	23%

Table 1: Population and Population Change 1983-2013

	2013	2033	Change	% Change
All ages	353,713	445,026	91313	26%
Aged 15 and under	64,533	82,782	18249	28%
Aged 16 to 64	241,315	289,233	47918	20%
Aged 65 and over	47,865	73,011	25146	53%
Age 85+	7,132	12,831	5699	80%

Table 2: 2011-based local authority population projections for Cardiff

increasing rate as people continue to live longer lives (see Table 1).

Cardiff is also building a reputation as one of the UK's most 'liveable' cities which is attracting more and more people to come and live in the city. According to the Office of National Statistics (ONS), Cardiff is predicted to have the second largest population growth of any town or city in the UK over the next 20 years. The Local Development Plan (LDP) makes provision for 41,100 new dwellings and 40,000 new jobs between 2006-2026. This will provide an extra strain on operational delivery across the board, and will require intelligent forward planning to provide an appropriate level of access to services, particularly in the major new communities that will be created in the north-east and north-west of the city.

Furthermore, there is particular growth expected in older and younger age groups in the city. Specifically, between 2013 and 2033 the city's population aged 85 or over is expected to grow by more than 80%.

Together, financial cuts, growing demand for services, and rising customer expectations create a significant challenge for the Council that requires a radical change to the way in which services and the property estate have traditionally been delivered.

Corporate Plan

The Corporate Plan sets out what the organisation will do to achieve the administration's priorities. It reflects how the organisation responds to the views of citizens determined through an on-going programme of consultation as well as budgetary and service area pressures. In addition, the Corporate Plan also references other key corporate considerations, including strategic equality objectives, outcome agreement objectives and the recommendations of the Welsh Audit Office Corporate Assessment. The plan sets out some of the new corporate values that will underpin the Council's Organisational Development.

As part of the Corporate Plan the Council has identified four clear priorities and property will play an important role in supporting delivery against these:

• Education and skills for people of all ages
• Supporting people in vulnerable positions
• Sustainable economic development as the engine for growth and jobs
• Working with people and partners to design and deliver services

Co-operative Values: We Are Cardiff

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

Our Priorities:

Education and skills for people of all ages

Supporting people in vulnerable situations

Sustainable economic development as the engine for growth and jobs

Working with people and partners to design and deliver services

Figure1: Corporate Values & Priorities

The Council is facing a clear choice – to either manage decline in the face of ever diminishing resources, or to revitalise the way the organisation works in order to meet our priorities. To do this the Council is implementing an Organisational Development Programme that aims to change the way the Council operates so that it can respond to these challenges in a positive way, rather than accepting a declining organisation.

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Organisational Development Programme

In May 2014 the Council embarked upon an Organisational Development Programme (ODP) to deliver change and improvement across the full breadth of Council services in the face of severe financial and service delivery pressures. The ODP outlines ten principles that will underpin the development of the organisation over the next three years:

- **Creating services with people** – by working with people and communities services can be designed and delivered that respond to their specific needs.

- **Creating a city for people** – Cardiff's strength is that it is a capital city on a human scale.

- **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 prevent duplication and unnecessary complexity.

- **Working beyond our boundaries** – in light of the recommendations of the 'Williams Commission' working with neighbouring authorities on public service delivery and on strategic development issues will need to be accelerated.

- **Investing in prevention and early intervention** – the Council must become a predominantly pro-active rather than reactive organisation.

- **A strong commercial focus** - in a difficult financial environment taking bold steps to provide new income streams and reduce current operating costs will be important.

- **Exceptional performance management** - the 'Williams Commission' identified performance management as a key issue facing the Welsh public sector.

- **A Council that values openness and engagement** - it has never been more important to clearly explain the issues to local people, communities, partners and staff; to listen to and understand their views; and to harness their ideas and energy.

- **A strong commitment to developing our workforce** - the Council will become more, not less, dependent on the quality and dedication of its workforce.

- **An organisation that embraces new ways of working** – new approaches to delivery will play a key part in ensuring the sustainability of public services.

The Council's property estate has a central role to play in the Organisational Development Programme. A number of specific priorities have been identified which come together as one of the core themes of the strategy. The key property related priorities in the plan include:

- Rationalise and modernise the Council's operational estate to reduce costs and to assist with delivery of the Council's improvement plan.
- Deliver the Schools Organisation Programme.
- Deliver the Office rationalization Programme.
- Deliver the Community Hubs Programme.
- Improve the performance of the Investment Estate to maximise income.

One of the most important changes to the way in which the Council has managed its estate in recent years (introduced by the ODP) is the mainstreaming of work to improve the schools estate. For the first time, the Schools Organisational Programme will now sit at the heart of the Council's work on modernising its operational estate, in full recognition of the scale of the schools estate and the potential offered to transform the way in which services are delivered in communities.

In addition to the specific priorities for improvement to the property estate, there is also recognition of the catalytic effect that property can have on stimulating and accelerating change more broadly. In particular it is recognised that the quality of environment '*can set the tone for how citizens feel about the services they receive and can underpin the morale of the staff that provide them*'.

Structure of the Report

Following on from this introductory section, Section 2 of the report provides a brief overview of the 'State of the Estate' to highlight the key issues and challenges that need to be addressed by the Strategy. A full and more detailed 'State of the Estate' analysis will be provided as part of the annual Corporate Asset Management Plan to be delivered at the end of each financial year.

Section 3 of the report presents the high-level vision and objectives that will provide the policy basis for all of the Council's property related activities and actions moving forward.

Section 4 outlines the key principles of the strategy and themes of activity for each of the three main areas of the Council's estate, namely: schools; offices; and community buildings.

Section 5 describes all of the new arrangements that will be put in to place to enable delivery of the Council's property vision and the property aspects of the Organisational Development Programme, including new governance and decision making arrangements.

Section 6 provides an overview of the approach to measuring the performance of the Council's property estate including how the Council intends to review and benchmark the performance of the estate on an annual basis.

SECTION 2:
STATE OF THE ESTATE

Introduction

The City of Cardiff Council has over 1000 properties with an estimated existing use value of over £1billion. This represents a considerable part of the built environment and urban fabric of the city. The Council's property estate consists of property to support delivery of services (the Operational Estate) and properties held to generate income and/or support economic, social and/or environmental outcomes (the Investment Estate).

Operational Estate	
Schools	122
Offices	49
Community Buildings	97
Other (Parks, Highways etc.)	255
TOTAL	**523**

Operational Estate

Operational property is directly managed by the Authority either to deliver services to the public through schools, libraries, leisure centres, homes and day care facilities etc. or to facilitate service delivery via back office, store and depot facilities. The Council also owns and manages extensive land assets primarily for the purposes of Parks, Council Estates and the Harbour at Cardiff Bay.

- 523 operational properties.
- £1billion existing use value.
- Total Operational GIA = 726,823 sqm.
- 64% of Gross Internal Area (GIA) relates to schools.
- Almost 60% of the estate is considered to be in a 'Poor' or 'Bad' condition.
- Operational running cost per annum = £34,357,855
- Capital maintenance spend per annum = circa £20m
- Maintenance backlog = £104,839,758
- A total of 9,670 work items exist for the operational estate end of 2013/14
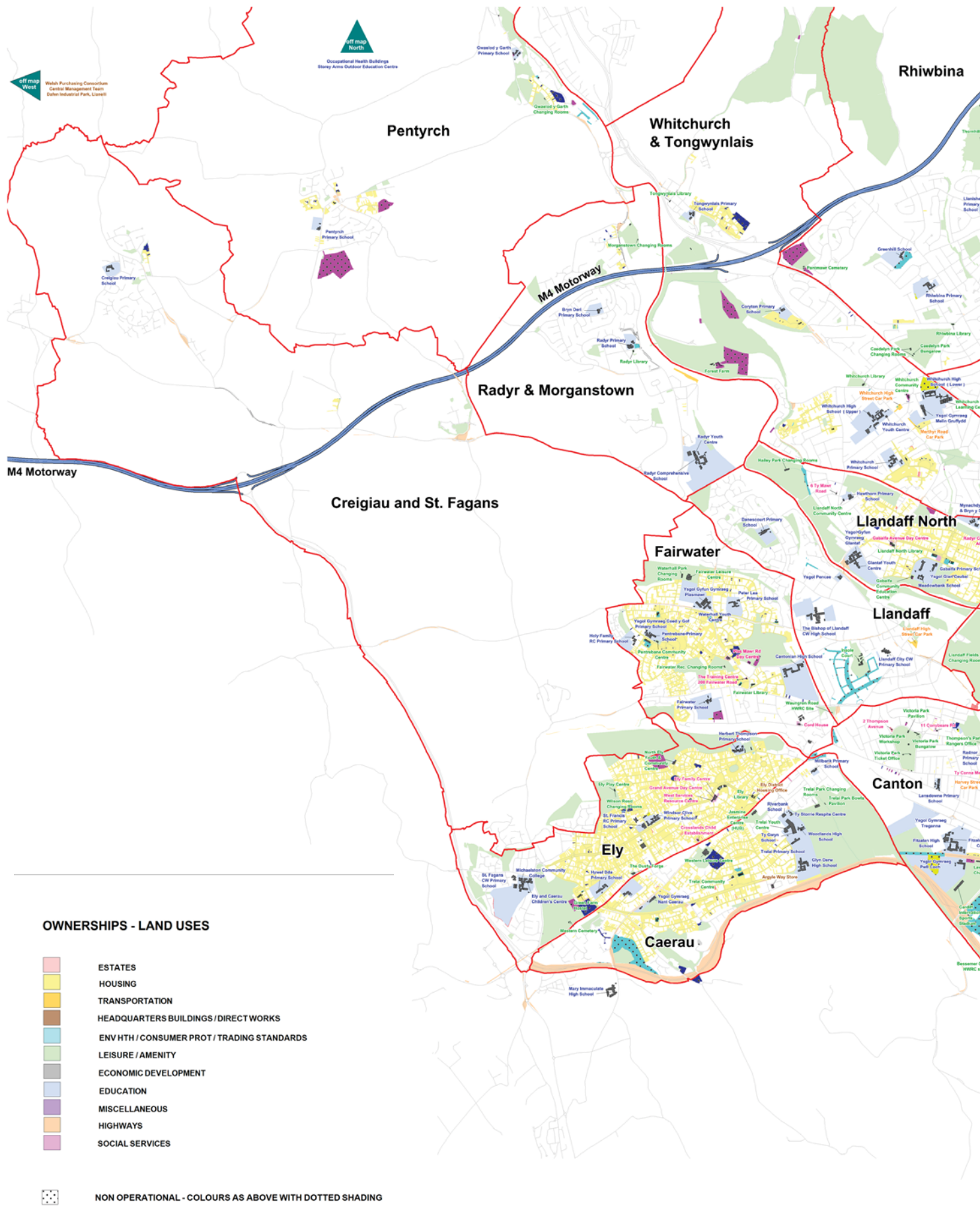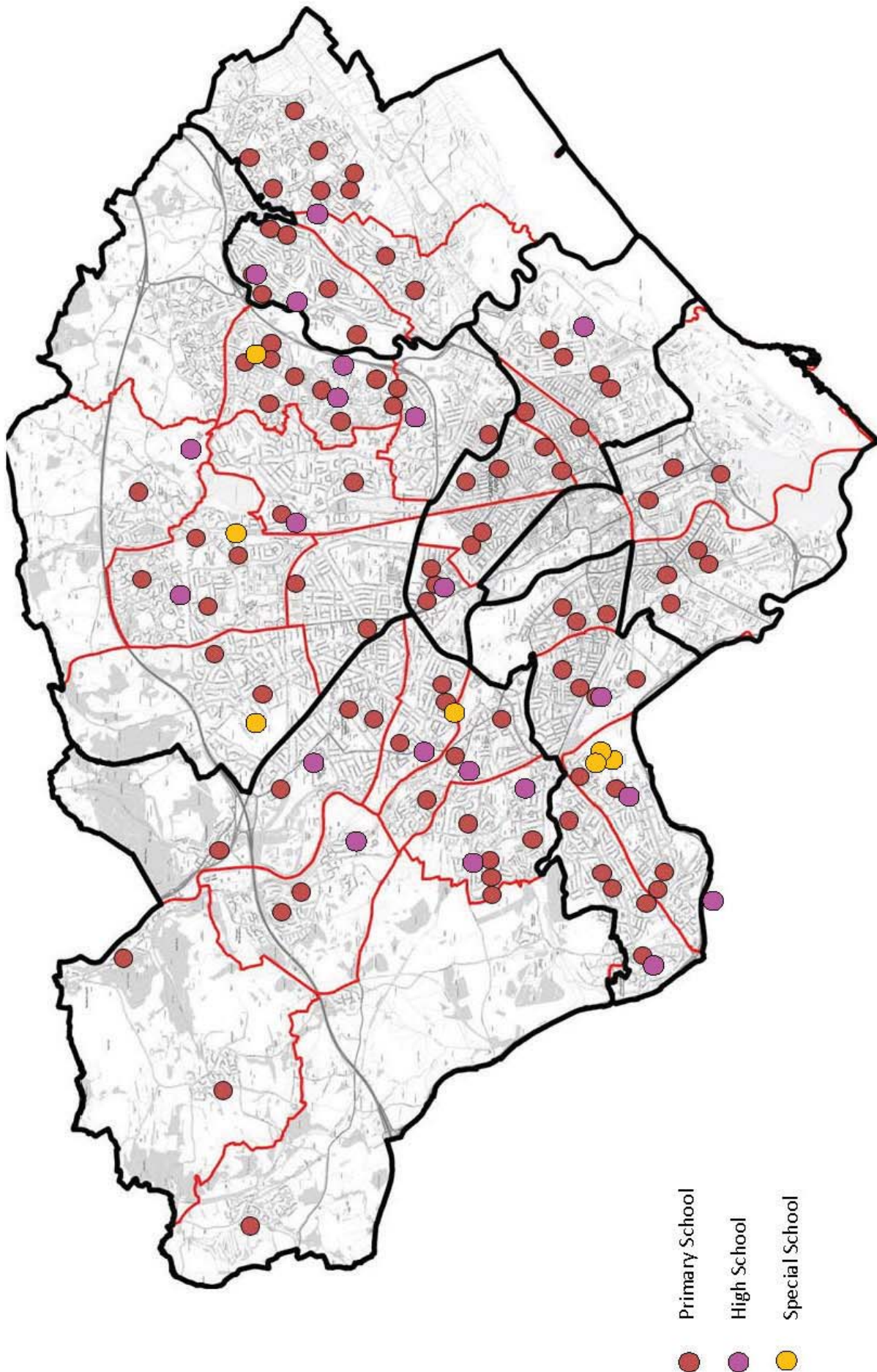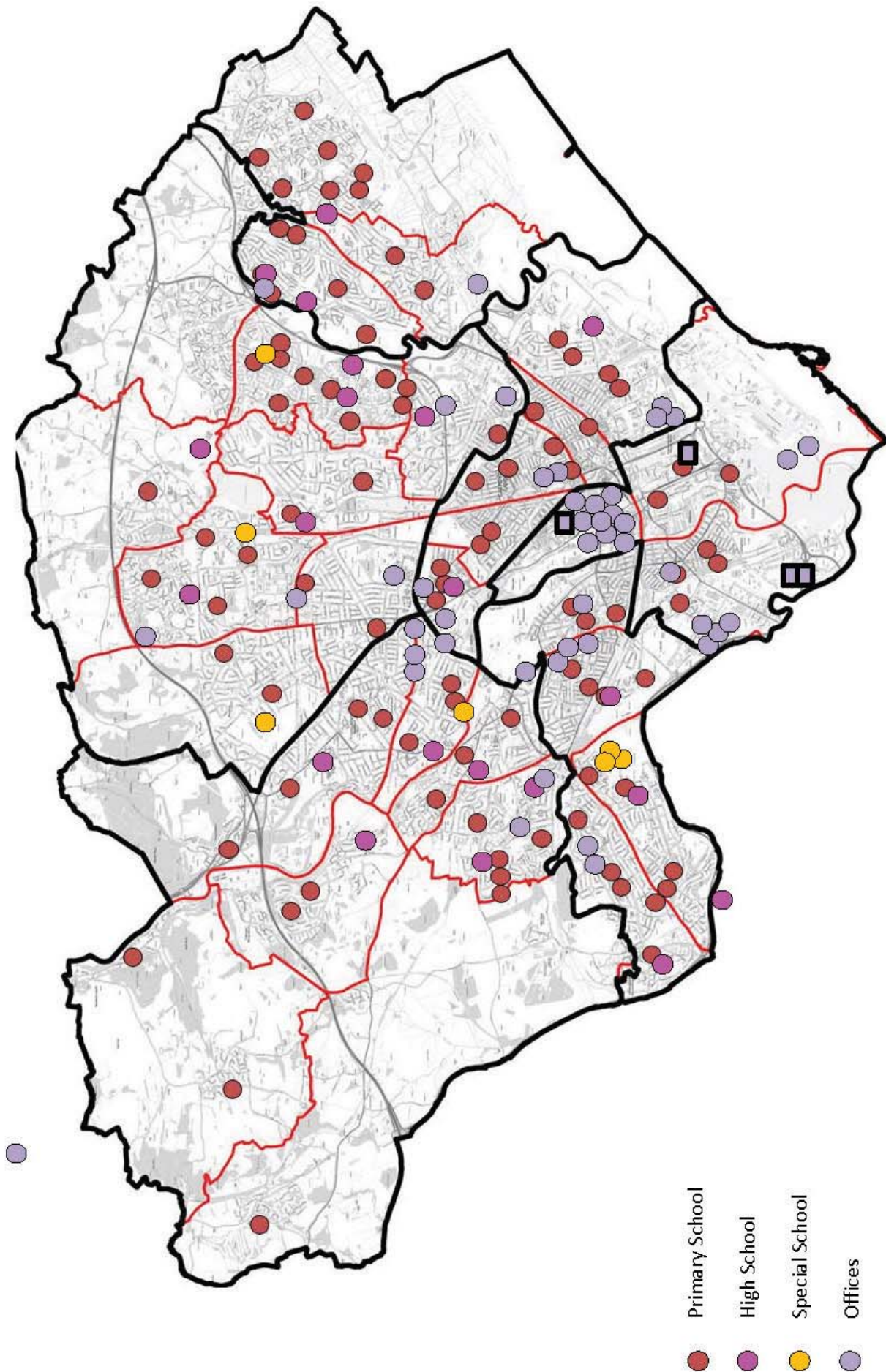- Total capital receipts 2013/14 = £10,731,275

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off map
West

Welsh Purchasing Consortium
Central Management Team
Dafen Industrial Park, Llanelli

off map
North

Occupational Health Buildings
Storey Arms Outdoor Education Centre

Pentyrch

Whitchurch & Tongwynlais

Rhiwbina

M4 Motorway

M4 Motorway

Radyr & Morganstown

Creigiau and St. Fagans

Llandaff North

Fairwater

Llandaff

Canton

Ely

Caerau

OWNERSHIPS - LAND USES

- ESTATES
- HOUSING
- TRANSPORTATION
- HEADQUARTERS BUILDINGS / DIRECT WORKS
- ENV HTH / CONSUMER PROT / TRADING STANDARDS
- LEISURE / AMENITY
- ECONOMIC DEVELOPMENT
- EDUCATION
- MISCELLANEOUS
- HIGHWAYS
- SOCIAL SERVICES

NON OPERATIONAL - COLOURS AS ABOVE WITH DOTTED SHADING

Figure 2: City of Cardiff Council Estate

Primary School

High School

Special School

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Primary School

High School

Special School

Offices

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Primary School
High School
Special School
Offices
Community Buildings

Council Primary School

Council High School

Council Special School

Council Offices

Council Community Buildings

Selected Public Sector Partner properties

Page 95
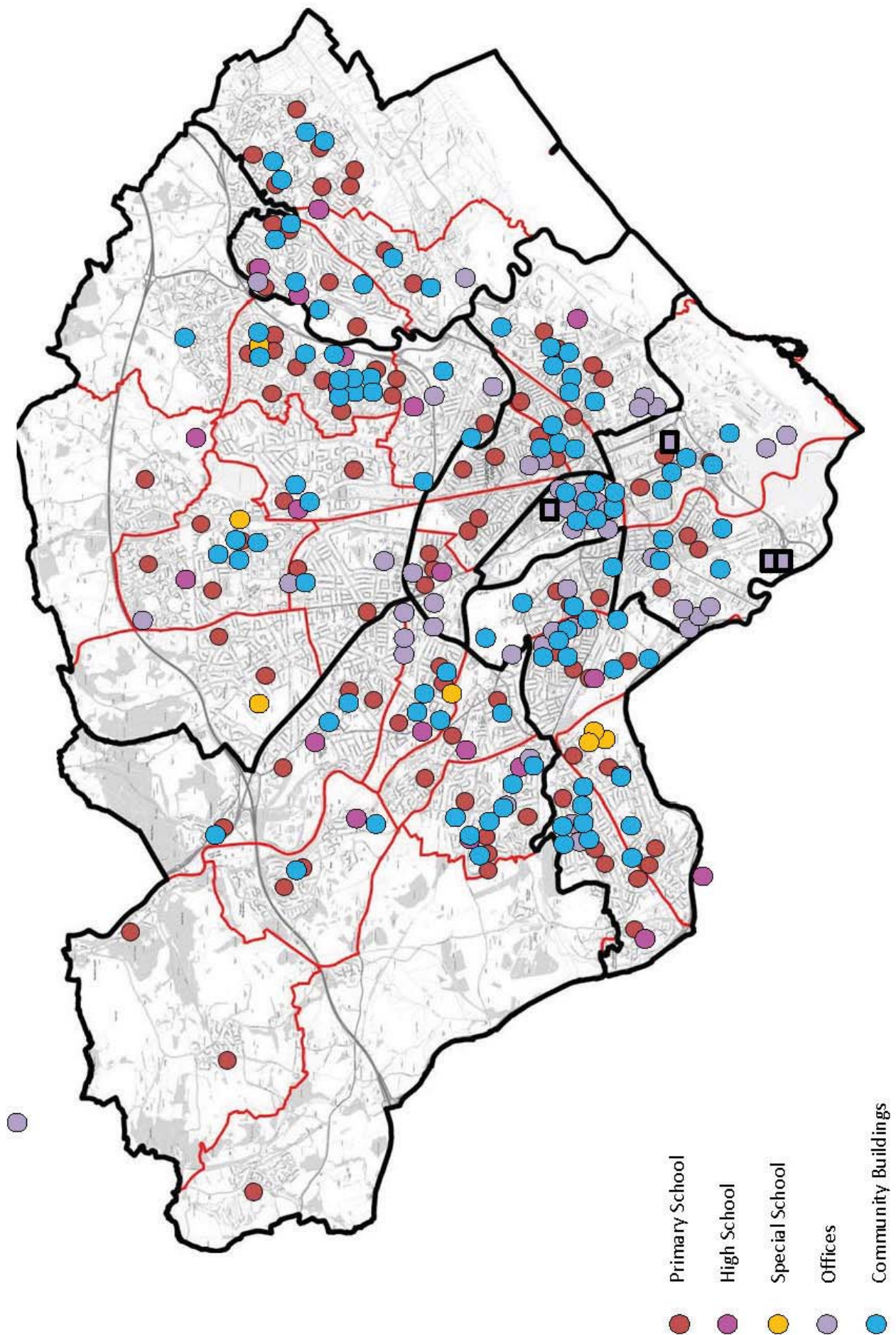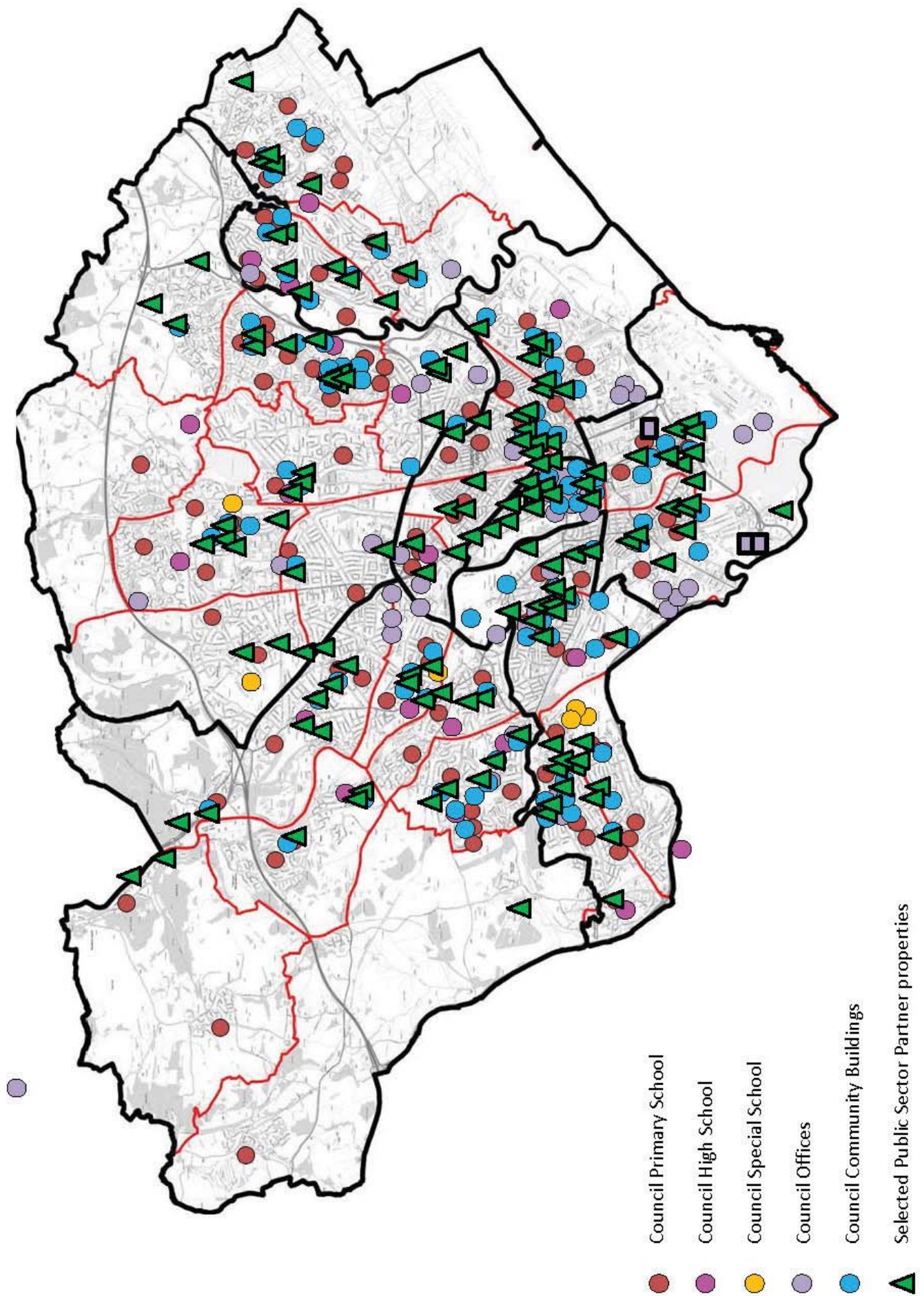
STATE OF THE ESTATE: KEY INFORMATION

	GIA	% Total
Education	447,043	64%
Community Facilities	75,498	11%
Corporate Services	58,523	8%
City Management	51,160	7%
Adult Services	21,345	3%
Shared Services	14,283	2%
City Development	13,349	2%
City Services	9,795	1%
Children's Services	9,166	1%
Regulatory	4,426	1%

Table 3: Operational property Gross Internal Area (GIA) divided by Service Area 2013/14 (Based on previous definition)

Education	180	Primary, Secondary, Special Schools plus caretaker homes
Leisure	154	Parks, Historical Buildings, Theatres, Leisure and Play Centres, Sports facilities, Libraries, Community Centres
Housing	12	Area Offices, Homeless units, Advice Bureaus
Social	33	Day Centres, Community Facilities, Child & Family establishments
Harbour	7	Extensive land, water and property assets
Highways and Transport	17	Car Parks and Land for Highways provision

Table 4: Operational Property by Service Area 2013/14

Council Property Footprint by Function (m2)
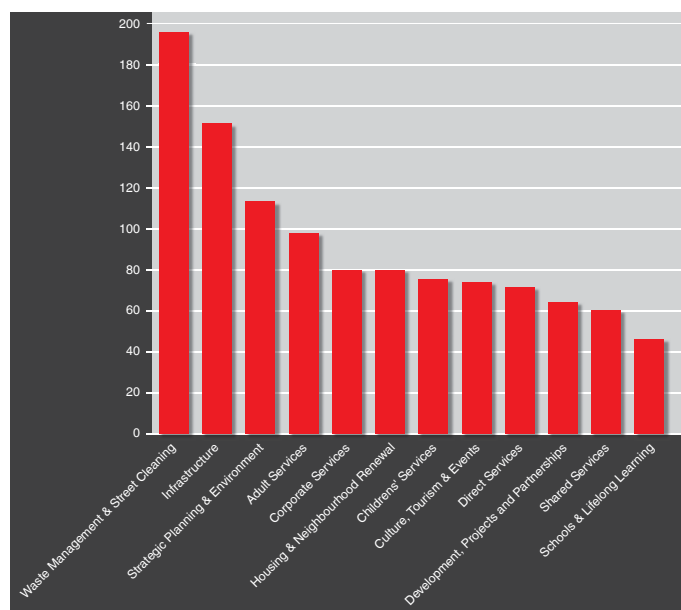
Service 2013/14	Cost per m2
Waste Management & Street Cleaning	196
Infrastructure	152
Strategic Planning & Environment	113
Adult Services	98
Corporate Services	80
Housing & Neighbourhood Renewal	80
Childrens' Services	76
Culture, Tourism & Events	74
Direct Services	72
Development, Projects and Partnerships	64
Shared Services	60
Schools & Lifelong Learning	46

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All identified works in operational Council property by Condition type 2013/14
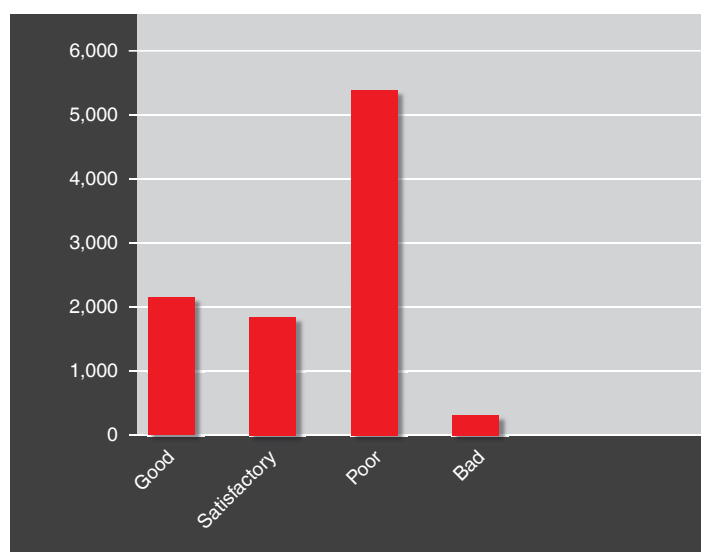
Condition Type	No of Identified Works
Good	2,141
Satisfactory	1,905
Poor	5,307
Bad	317

Cost of Identified Works
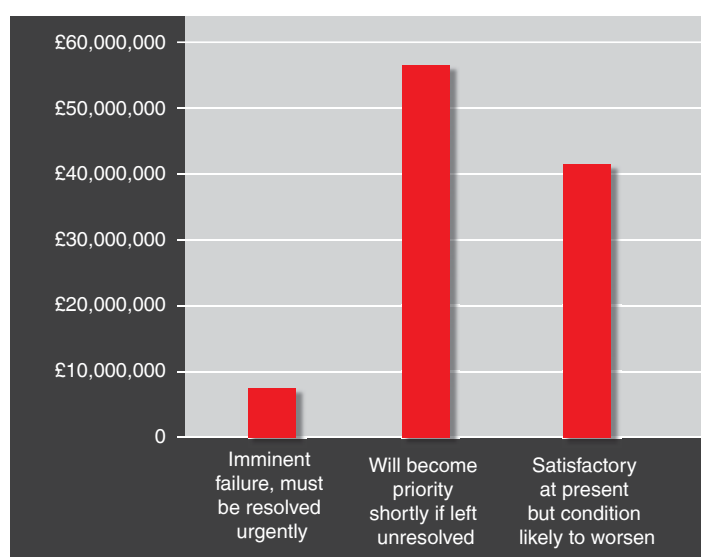
| Priority Type	Cost of Identified Works
Imminent failure, must be resolved urgently.	£7,544,665
Will become priority 1 shortly if left unresolved	£56,045,197
Satisfactory at present but likely to worsen	£41,249,896
TOTAL	**£104,839,758**

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Item	Total 13/14 spend
Total amount spent on Required maintenance	£40,730,688
Total amount spent on Planned maintenance	£22,435,749
Total amount spent on Responsive maintenance	£18,294,939

Table 5: The percentage of total expenditure spent on Planned and Responsive maintenance

	2011/12
Cardiff	£11.45
Wrexham	£12.93
Swansea	£10.05
Wales	£9.98

Table 6: The cost of energy use in all operational buildings per m2 of gross internal area (GIA)

Total Priority Works Backlog
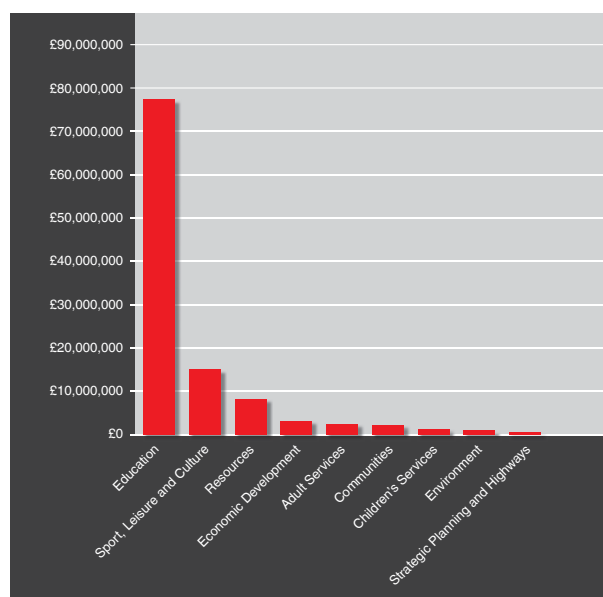
Service Area	Total Backlog
Education	£77,260,065
Sport, Leisure and Culture	£13,431,862
Resources	£7,269,750
Economic Development	£2,217,910
Adult Services	£1,868,351
Communities	£1,771,945
Children's Services	£679,550
Environment	£223,475
Strategic Planning and Highways	£116,850

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	2011/12
Cardiff	146.29
Wrexham	286.65
Swansea	254.00
Newport	208.16
Wales	203.63

Table 7: The amount of energy used (kwh) in all operational buildings per m2 of gross internal area

All Cardiff Council Receipts 2013/14
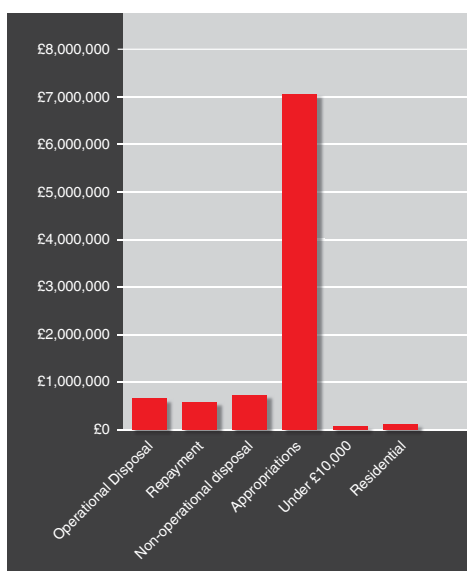
	2013/14
Operational Disposal	£779,735
Repayment	£720,000
Non-operational disposal	£849,406
Delaps	£1,190,000
Appropriations	£7,040,000
Under £10,000	£53,678
Residential	£98,454

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Investment Estate

In addition to its Operational Estate (buildings which the council directly occupies and manages to enable it to deliver its various functions) this estate comprises around 500 properties which the council does not directly occupy or operate. These properties are primarily held for socio economic, regeneration, or employment purposes. In summary they include:

- 2 Advertising Hoardings
- 4 Farms, let on agricultural tenancies
- 44 community lettings, e.g. Chapter Arts Centre, Scout Huts etc.
- 12 Car park site lettings
- 5 Churches or Associated Lettings, e.g. Careau Evangelical Church
- 10 Community Centres, e.g. Whitchurch Community Centres
- 6 Education or Training Centres
- 4 Garage sites
- 1 Heliport
- 27 Pubs and Clubs
- 6 Hotels , e.g. Holiday Inn, Moat House Hotel
- Cardiff Central Market, comprising 63 individual stall lettings.
- 11 Industrial sites, e.g. Land at Hadfield Road.
- 11 Office lettings
- 13 Residential lettings, e.g. individual flats or maisonettes.
- 84 Retail Shop Units let on a rack (full) market rent basis
- 60 Ground Rent Shop Lettings (land only)
- 227 Workshop starter Units on 9 estates, e.g. Willow brook, Lamby Way etc.
- 14 Miscellaneous Lettings, e.g. Gas Governors etc.

Letting arrangements vary considerably in terms of lease durations, specific covenants, and type, e.g. Full commercial tenancies; Ground rent lettings (land only) ; Freehold reversions where an initial financial premium was secured when the property was originally let with subsequent nominal or peppercorn income streams.

All these properties are let to individual tenants and produce gross annual revenue income to the Council of c £ 4m. They are managed by Strategic Estates who arrange lettings, rent reviews etc. as well as dealing with a wide range of day to day landlord- tenant management issues.

A national firm of property consultants has very recently been commissioned to undertake a high level strategic review of this portfolio with a view to providing the council with a general steer regarding future management options and direction of travel. The consultants' report will be completed by the end of November, and will then be available for in depth consideration by the council. At this stage it would be premature to anticipate its recommendations, but the council needs to ensure it derives maximum value for money from these assets; and that current arrangements for their ownership and management are either still appropriate or require a different approach. The consultants will also be commenting generally on the effectiveness of current arrangements for the management of the operational estate, and will be considering the inter relationship between these two types of property assets in terms of staffing resource deployment , together with identifying opportunities to exploit potential synergies for estate rationalisation.

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SECTION 3:
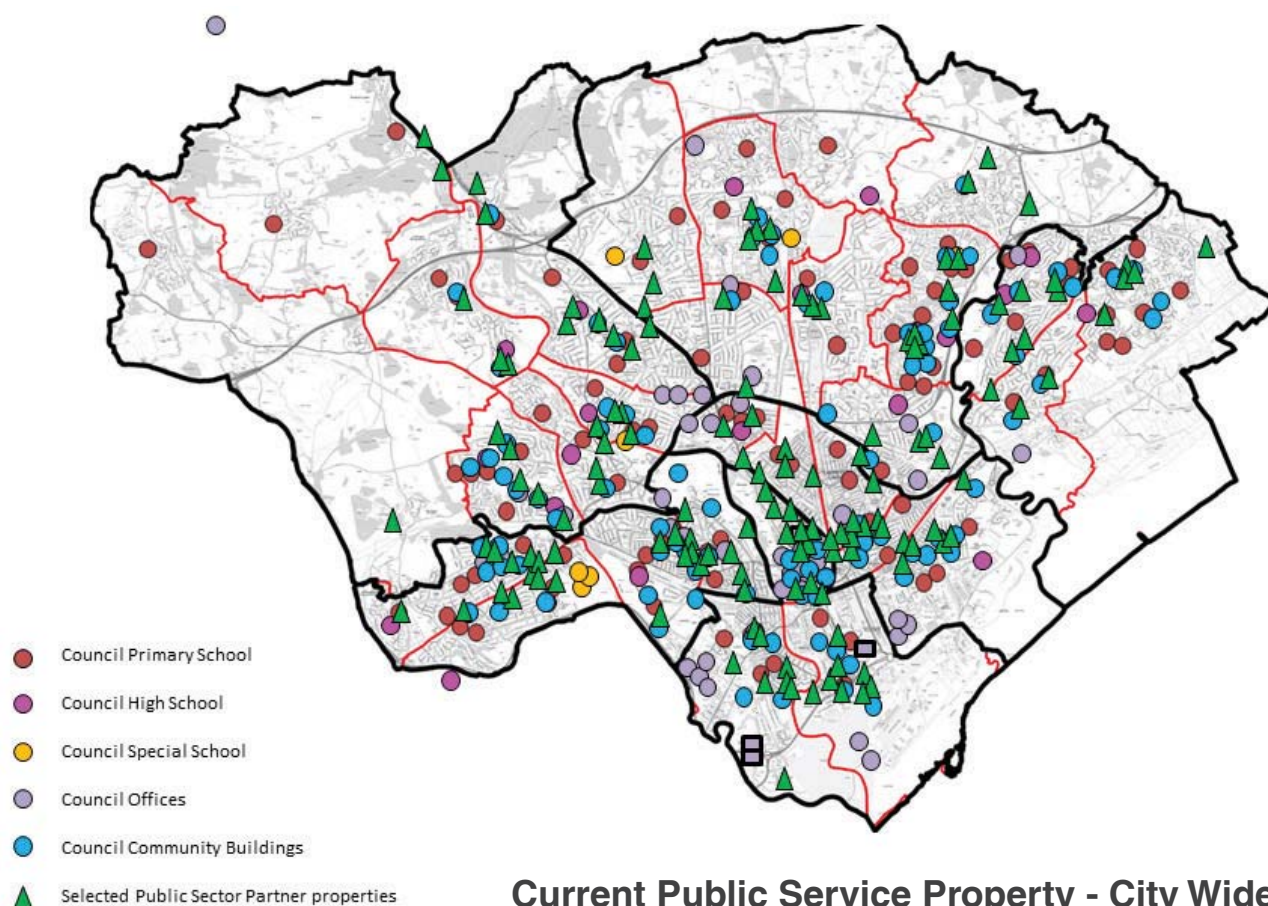## VISION, AIMS AND OBJECTIVES

Vision

"To make the property estate work better for the Council, its partners, and communities by providing fewer, but better buildings."

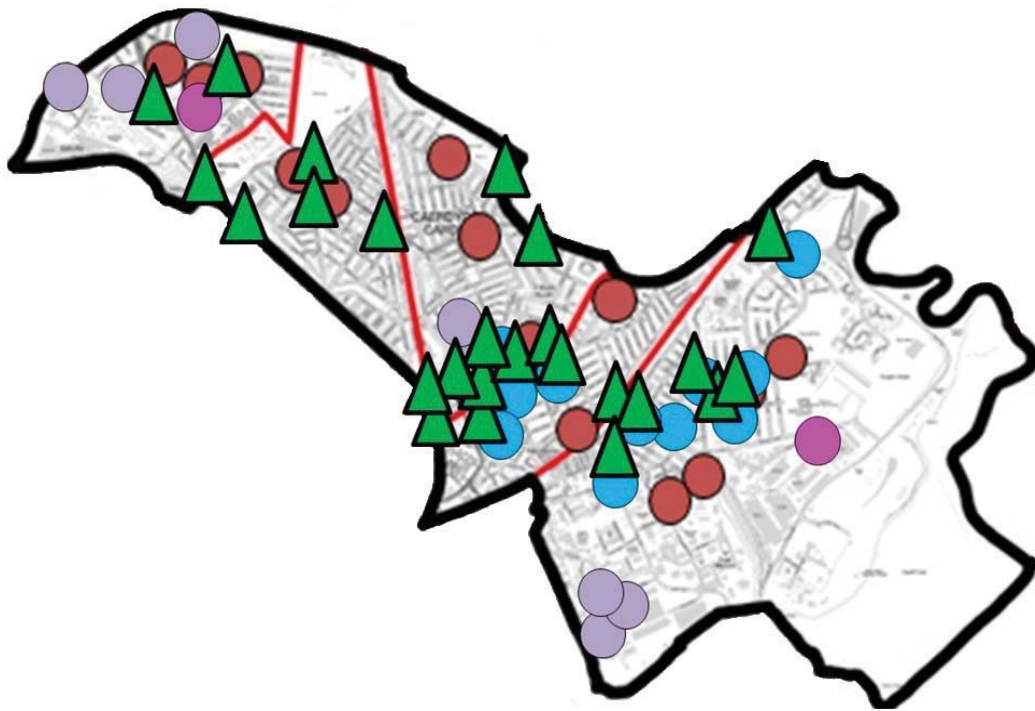**The key aims of the strategy are to:**

- Enable the Organisational Development Programme and support delivery of service improvement.
- Rationalise the estate to significantly reduce operational costs and the maintenance backlog.
- Modernise the estate to improve fitness for purpose and value for money, and deliver more sustainable public buildings.
- Maximise the potential of the total public estate in Cardiff.

Overall the vision will look to consolidate the current public sector property portfolio to improve service delivery and efficiency. The current wide range and number of public buildings is neither suitable in terms of meeting user needs, nor efficient in terms of cost and environmental impact. Addressing these issues is an essential element of providing modern fit-for-purpose services that supports a more sustainable model of delivering public sector and city priorities.
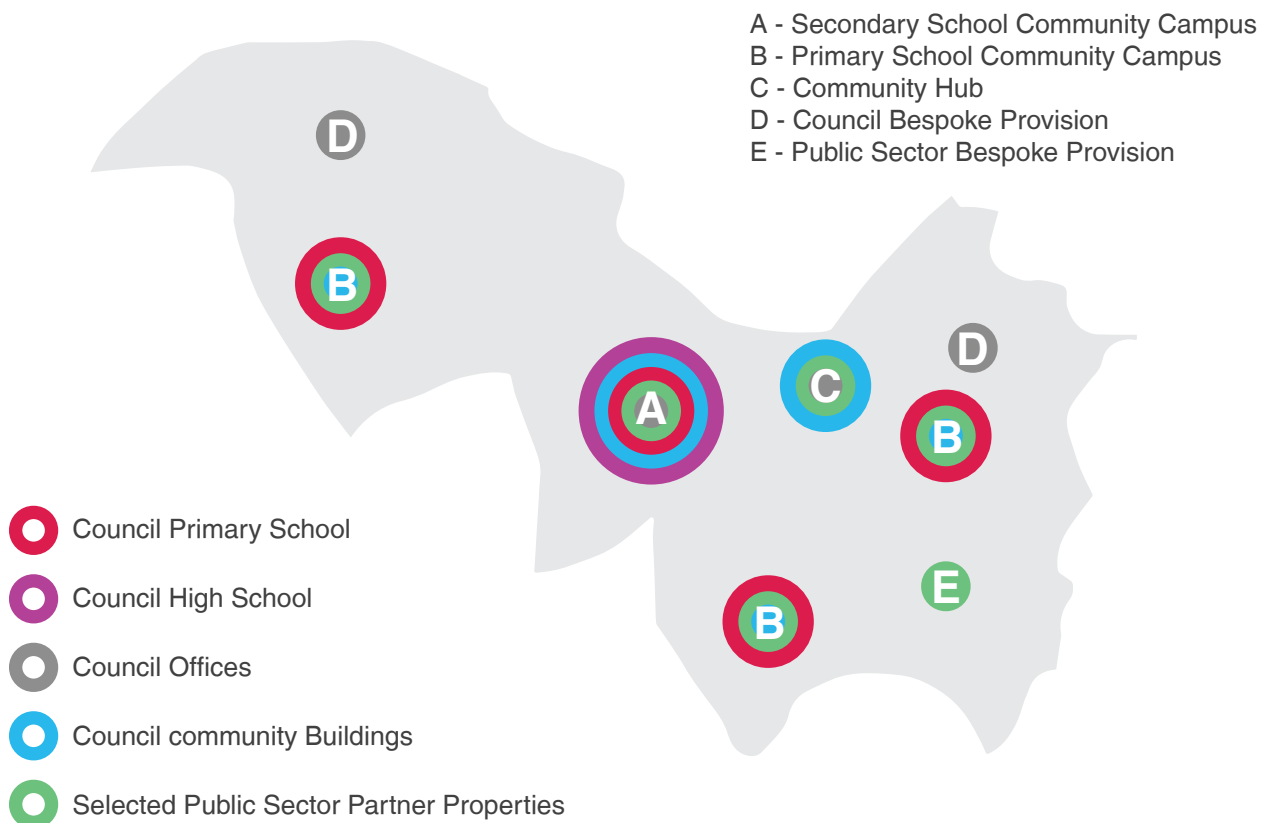

Legend:
- Council Primary School
- Council High School
- Council Special School
- Council Offices
- Council Community Buildings
- Selected Public Sector Partner properties

Current Public Service Property - City Wide

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CURRENT PUBLIC SERVICE PROPERTY

Neighbourhood Area

FUTURE PUBLIC SERVICE PROPERTY - CONCEPT

Neighbourhood Area Property Strategy Concept Map

A - Secondary School Community Campus
B - Primary School Community Campus
C - Community Hub
D - Council Bespoke Provision
E - Public Sector Bespoke Provision

Council Primary School

Council High School

Council Offices

Council community Buildings

Selected Public Sector Partner Properties

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Objectives

In this context, there are a number of strategic objectives that will help shape the Council's property related work moving forward, as follows:

[Further details of the specific changes to be introduced are provided in Section 5 of this report.]

Improve decision making by establishing Property as a 'Corporate Asset' to ensure all decisions are taken for the good of the Council as a whole:

What we will do:

Implement a new corporate governance structure by Aril 2015. This will involve:

- The establishment of a new Corporate Asset Management Board
- Introduction of new decision making procedures
- Seek the introduction of 'Property Implications' on all relevant Cabinet and Officer Decision reports

Improve corporate intelligence of the estate:

- Undertake a Fit For Purpose assessment of all Council property by April 2016
- Introduce a new ICT system to draw together a central repository for property information by April 2015

Improve prioritisation to ensure a clear link to the Corporate Plan and the Organisational Development Programme:

What we will do:

Develop a new framework for prioritising actions and interventions to modernise and rationalise the Council's estate:

- Introduce an annual Corporate Asset Management Plan to bring together a council-wide view of all property related activities and to measure performance of the previous year's work by April 2015
- Nominate dedicated Property Partners from the Strategic Estates team to provide a single point of contact for service areas on all property related matters by April 2015
- Introduce Service Area Action Plans to be delivered annually as part of the service area business planning process to match service area property needs with business planning priorities and the service improvement programme by April 2015

Manage the delivery of the Assets and Infrastructure workstream of the Organisational Development Programme:

- Support delivery of the Schools Organisation Programme
- Support delivery of the Office Rationalisation Programme
- Support delivery of the Community Hubs Programme

Improve partnership working to help deliver better joined-up service delivery in communities and to realise additional value through maximizing the opportunities of economies of scale to reduce overall running costs and provide a more sustainable public property portfolio with a reduced carbon footprint:

What we will do:

Provide dedicated capacity and a structured framework to better manage the identification of opportunities to collaborate and to prioritise activity between partners in communities:

- Nominate dedicated Property Partners from Strategic Estates to provide a single point of contact for each Neighbourhood Partnership Area by April 2015
- Introduce Neighbourhood Area Action Plans to be delivered annually as part of the Neighbourhood Partnership planning process to identify opportunities for collaboration across the public sector estate by April 2015
- Specifically improve the integration of the Schools Organisation Programme and the Community Hub Programme with corporate and neighbourhood area planning with particular emphasis on identifying opportunities for delivering new Community 'Campus' schools

Ensure a strong rationale for the use and ownership of property, including community benefit and value for money.:

What we will do:

Develop a new framework for measuring the performance of the Council's estate:

- Introduce an annual Corporate Asset Management Plan to measure and benchmark performance of the estate against a set of standard public sector indicators by April 2015

- Introduce a set of new property related targets to drive service improvement through the Organisational Development Programme by April 2015

Lead by example through delivering high quality Council infrastructure in communities to support the creation of more attractive local environments:

What we will do:

Develop a programme of investment to ensure all Council buildings retained in communities are of a high aesthetic and environmental quality:

- Undertake a Fit For Purpose assessment of all Council property by April 2016

- Use property development principles to unlock new funding opportunities

- Identify innovative procurement approaches to unlock additional funding/investment

Improve the performance and reputation of the Strategic Estates team:

What we will do:

Improve and better integrate property related activities across the Council:

- Nominate dedicated Property Partners from Strategic Estates to provide a single point of contact for each service area and each neighbourhood partnership area by April 2015

- Introduce clear Service Level Agreements between the Strategic Estates team and Service Areas by April 2015

- Better integrate the property related services provided by the Council including Strategic Estates, Projects, Design and Development and Facilities Management through the establishment of a new Operational Asset Board by April 2015

- Seek to provide property related services to partner organisations to generate income

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Organisational Development – Property Related Targets

The Council will measure how it manages the performance of its estate using a number of standard public sector property indicators as outlined in Section 6 of this report. In addition, a number of property related corporate targets will also be monitored as part of the Organisational Development Programme to support the broader objectives of service improvement and organisational change.

Target	By April 2018	By April 2020
Revenue savings	£2m	£5m
Capital receipts	£10m	£20m
Rental income (per annum)	£5m	£6m
No of collaboration projects	10	15
GIA reduced (%)	10%	15%
Community campus schools initiated	1	3
Customer satisfaction (%)	80%	90%
Income from property services	£100k	£200k

Table 8: Property Related Corporate Improvement Targets

Whilst these targets are framed to encourage performance, they are set in full knowledge and appreciation of the need for prudent decision making regarding the Council's future operational requirements, i.e. that whilst a saving or capital receipt may be realisable in the short term, it could be more financially beneficial over the longer term for the Council to hold on to an asset.

Furthermore, it is also understood that it takes time to fully realise improvements/bernefits from property related interventions and therefore the effective and efficient management of the estate is expected to deliver greater impacts over a longer period, i.e. over the 5 year period of the Property Strategy rather than the 3 year period of the Corporate Plan/ODP.

In terms of the Corporate Plan and the associated priorities and outcomes, the improvement of the Council's estate will contribute to some extent against all priorities. However, the modernisation of the schools estate will have the most significant impact by contributing directly towards educational attainment across the city.

SECTION 4: THE STRATEGY

Introduction

This section of the report outlines how the Council intends to go about improving the performance of its estate.
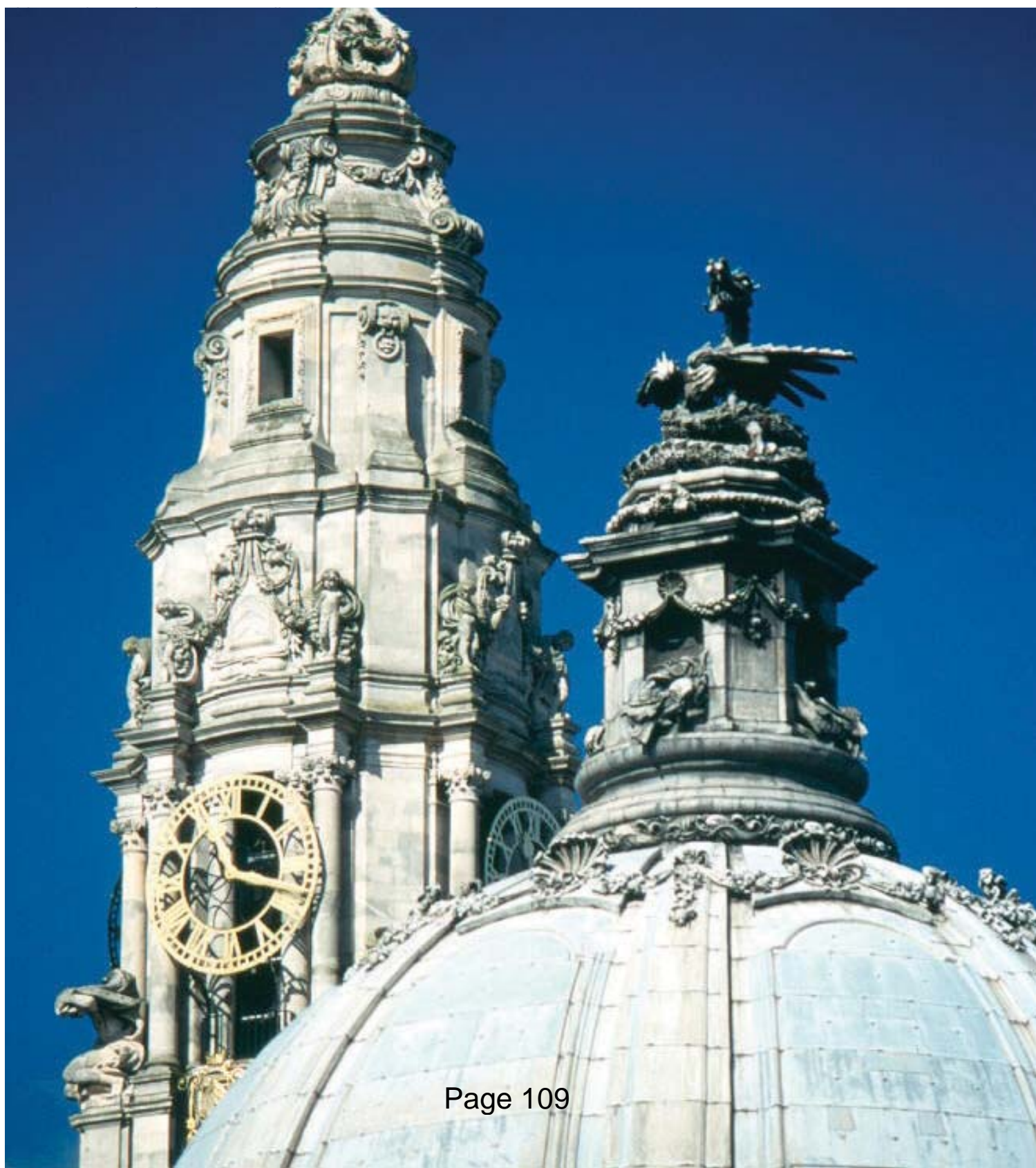
The strategy is structured around the three key areas of the Council's estate, namely: schools; office accommodation; and community buildings; and is underpinned by three cross-cutting key principles that form the basis of the strategy and the various action plans and activities that will be used to implement the strategy, as outlined in Section 5 of this report.

Key Principles of the Strategy:

Modernisation – this involves improving the quality of the Council's estate through a programme of investment to provide modern, fit for purpose and sustainable buildings with a low carbon footprint. And in doing so: improve service delivery, customer satisfaction and staff morale; and significantly reduce the running cost of the estate and the maintenance backlog.

Rationalisation – this involves reducing the number of buildings managed and operated directly by the Council to reflect the emerging future shape of the organisation. And in doing so: significantly reduce the running cost of the estate and the maintenance backlog.

Collaboration – this involves improving the way the Council works across service areas and with public sector partners to join-up service delivery in communities. And in doing so: reduce the overall footprint of the public sector estate to reduce the running cost of the estate and the maintenance backlog.

The Strategy: Schools

Key points:

- The schools estate accounts for circa two thirds of the Council's total estate and therefore the modernisation of schools will have the greatest impact on improving the performance of the Council's estate as a whole, ensuring a sustainable future for our buildings, with reduced cost and lower carbon footprint.

- In order to accelerate and further extend the Schools Organisational Programme the Council will need to ensure that its investments in schools improvements are prudent and deliver more. Additional capital will also need to be identified by releasing sites for disposal as part of a comprehensive plan to meet current and future demand across the city. The adoption of innovative procurement practices and property development principles will help deliver additional investment opportunities.

- As part of this, the Council will need to rationalise the primary school estate (over time) to ensure schools are optimised to their full capacity and will seek to put in place a minimum school size for new schools of 2 forms of entry, with the potential to rise to 3 forms of entry to deal with future demand.

- Where new schools are being constructed, their potential to accommodate community facilities will need to be explored. This will help to improve and maintain provision of facilities in communities and through the rationalisation of poor quality existing community buildings could generate a capital contribution towards the new schools scheme.

- Locating new schools adjacent to existing playing fields could significantly reduce the site requirement for new schools and could potentially ensure these facilities are retained and maintained to a high standard in communities.

The primary school and secondary school estate in Cardiff accounts for around two thirds of the Council's total property portfolio.

One of the key objectives of this Corporate Property Strategy is to underline the strategic importance of the schools estate to the performance of the Council's estate as a whole, and also the potential for the schools estate to support the future operating model of the Council much more effectively than it does at present.

The schools estate faces a number of challenges:

- Much of the school estate is old and in poor or bad condition and is therefore in need of considerable modernisation and investment.

- There is a major gap in condition and quality (fit for purpose) between newly provided schools and the majority of the estate which does little to ensure an even provision of educational facilities across the city.

- The day to day cost of operating the schools estate is getting more expensive due to the scale of the estate and the prevailing condition of the buildings. This is also creating a maintenance problem and a growing maintenance backlog.

- In some areas of the city there is a shortage of supply of school places, whereas in other areas there is over capacity. This is also true within localities where supply and demand can vary significantly between adjacent schools, based on reputation and performance. Furthermore, the Council is also committed to providing local schools for local children, so addressing the imbalance in sufficiency of places will be of increasing importance.

- At present the schools estate offers very little in terms of added value for communities over and above their roles as schools.

To address these challenges the Council has embarked upon a Schools Organisation Programme (SOP) which aims to unlock investment from Welsh Government through the 21st Century Schools Programme. This provides match funding to the local authority to assist in modernising the schools estate and to ensure sufficient school places are available when and where they are required.

Since 2011, the Council has been working on its initial £137 million allocation from the 21st Century Schools Programme. It has achieved notable success to date with over £100m of schools schemes either completed or committed. Some 8 School Projects have been completed, including improvements to Welsh and English medium primary schools in Whitchurch and the building of Ysgol Gymraeg Treganna, which is a new three form entry welsh medium primary school in Canton. There are also a further 9 school projects committed currently, including a new two form entry English medium primary in Pontprennau and a new eight form entry high school in the East, which is being developed in partnership with Cardiff and Vale College. This will replace the former High Schools of Rumney and Llanrumney.

It is recognised however, that this Programme will need to be accelerated over the coming years if it is to fundamentally transform schools in Cardiff and have a positive impact on the performance of the Council's property estate as a whole. It is for this reason that the strategic direction of the 21st Century Schools Programme is currently being realigned and refreshed. It is important that this programme of works

now looks to achieve best value from the remaining funding and that the Council explores all the appropriate innovations in both design and procurement.

The realignment of the programme will be based on 4 key objectives:

Educational Attainment – Driving up standards and improving educational outcomes and well-being for the learner so that all children and young people in Cardiff can maximise their full potential. The focus of this objective in particular will be at Key Stage 4 which is GCSE results and within the southern arc of the city where the lowest level of attainments are currently seen.

Sufficiency & Supply – Addressing the disparity between numbers and suitability of school places. That is essentially achieving a better match between the supply and demand of school places across the city to ensure that we have local schools for local children. This will include in particular ensuring that schools are suitable for purpose and are modern, inspiring and high performing learning facilities.

Value for Money – Critical to the realignment of the programme is ensuring that our schools programme moving forward makes the very best use of the resources available. That we look to use 'standardised designs' and provide facilities that are sustainable and efficient in terms of carbon performance, use of resources, and flexibility to meet the future needs of learners and local communities. Also, that we utilise innovative procurement methods and partnerships wherever possible.

**Community Focused** – This is about ensuring that we strengthen the role of

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schools at the heart of their communities through the co-location of services, working in partnership and delivering additional specific community-orientated benefits. It is recognised that the Council must move towards a 'lean assets' strategy and 'Community Focused Schools' are considered to one of the most suitable and sustainable ways of achieving this.

## High-level Review of the Schools Estate

The Strategic Estates team and the Schools Organisational Programme team have initiated a high-level review of the schools estate with a view to refreshing the Schools Organisation Programme. The outcome of this review will need to be agreed with Welsh Government and other stakeholders in due course. The potential opportunities that will need to be considered are as follows:

- In regard to the secondary school estate, there may be potential to merge two under-performing/under-capacity schools to create one brand new modern school of optimum size. This could involve adopting property development principles including consideration of sites not currently in Council ownership.

- Traditionally the Council has sought to identify Council owned land for the provision of new schools. This is becoming increasingly difficult to deliver, especially in established communities, and particularly as the Council is committed to avoiding the development of public open space. The Council therefore needs to broaden its search for sites to include privately owned land or land owned by other parts of the public sector.

- Furthermore, the potential to locate new schools sites adjacent to existing Council assets such as playing fields or leisure centres could help to reduce the size of site required for the new school, for example, if the new school utilises public playing fields rather than having dedicated playing fields. This could also assist the Council in terms of the cost of maintaining such facilities. This principle has been the case with the development of the new Eastern High school where the adjacent playing fields are being used for the benefit of the new school development.

- As part of this, wherever a new school is being proposed, particularly a secondary school, there may be potential to design in a range of community facilities such as leisure facilities, libraries, community halls etc, to provide better facilities for schools, and to retain facilities for use in communities. 'Community Campuses' of this nature are being delivered across England and are already in place in some authorities across SE Wales. A good local example is the new Aberdare Community School nearing completion at the former Michael Sobell Sports Centre site at Cwmdare which will merge 3 former schools into one new super school and combine with a leisure centre and community hub.

- In order to accelerate the modernisation programme it is essential that the Council adopts an innovative approach to the procurement of new schools. Significant economies of scale are available in the market place if the Council is able to procure more than one school at a time. A key part of this is wherever possible to move towards standardisation of design. Not only will this reduce the cost of build, but it will also significantly reduce the cost of facilities management

and maintenance over the life-time of the school. Furthermore, opportunities exist for new schools to be delivered as 'total building solutions' where the full life costs of the building are rolled into the initial contract, also including wider impacts such as the carbon cost.

- There are almost 100 primary schools in Cardiff and to ensure all schools are operating at their optimum capacity there may need to be some rationalization of provision.

- It is proposed that new primary schools should be built at a minimum size of 2 forms of entry and have the potential to be expanded to 3 forms of entry if required to meet demand.

- In terms of the ambition to bring all schools up to the standard of the best, there are a number of small schools in built up areas that are operating on extremely constrained sites and lacking basic facilities such as sufficient outdoor space. The constraints on these sites provide little potential for significant expansion and the lack of alternative sites in close proximity suggests that in these circumstances, and where planning regulations permit, the Council may need to consider more radical/modern solutions.

Cardiff Council High Schools

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Cardiff Council Primary Schools

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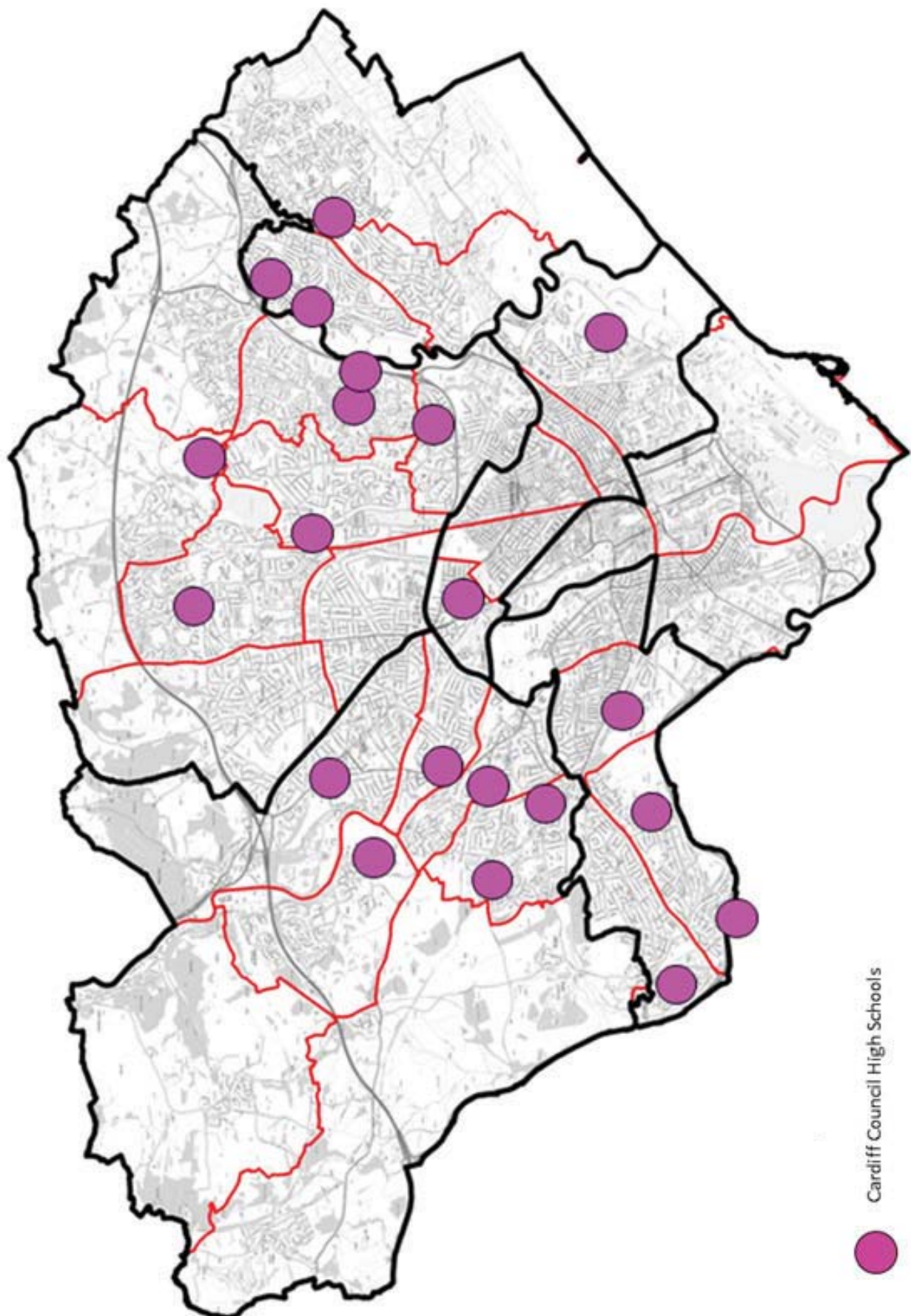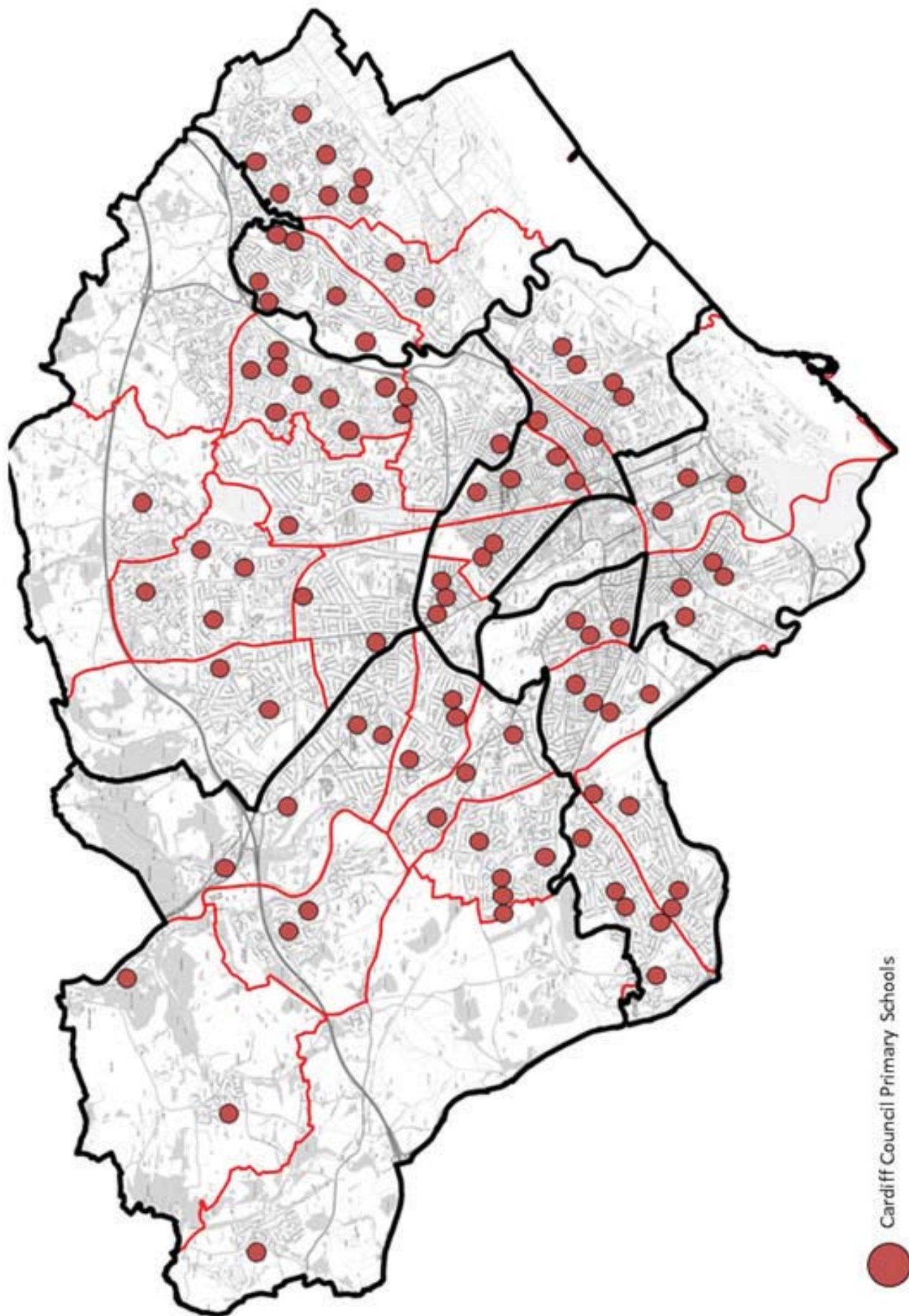
The Strategy: Office Accommodation

Key points:

- The Council's office footprint will need to reduce even further over the next 5 years to reflect the changing size and shape of the organization and modern working practices.

- The majority of the Council's office estate is outdated, in a poor condition and in need of significant investment and modernisation.

- The modernisation of the Council's 'core' office requirement offers the greatest potential for delivering measurable improvements in property performance as well as delivering a significant level of savings back to the Council. This also offers significant opportunities to develop a more sustainable property portfolio, with a lower carbon footprint and reduced energy costs.

- Whilst there is already a significant maintenance backlog, substantial additional investment will be required to bring any retained office buildings up to a standard that would make them fit for purpose over the next 20-25 years.

- There are emerging opportunities to improve public sector collaboration and to deliver economies of scale through the delivery of a Public Sector Office Hub in the city.

The CIPFA National Property Performance Management Initiative Annual Report highlighted that:

"Many authorities have reviewed their office estate in recent years, usually with an emphasis on better utilisation and lower cost, often accompanied by the introduction of new ways of working. Average operating costs per office workstation have fallen by nearly 15% between 2010/11 and 2011/12. However, this headline reflects the scale of the 2010/11 "blip" and hides massive variations between authorities, ranging from below £750 to almost £2,800 per workstation. It is acknowledged that this will be significantly influenced by local market factors – but we note that one of the lowest figures relates to a London Borough, and one of the highest to a provincial city".

After schools, the Council's office estate represents the next most significant area of property use. The Council has been implementing an office rationalisation project over a number of years, known as 'Our Space', and by the end of this financial year will have reduced its office estate from 49 to 35 buildings. The majority of staff are now concentrated in 4 core buildings: County Hall; City Hall; Global Link; and Wilcox House; with the latter two rented at a cost of circa £1.2m per annum and the former two in need of major refurbishment to make them fit for purpose over the longer term.

Much of the Council's remaining office based estate is considered to be out-of-date and there is a growing maintenance backlog issue. Furthermore, these maintenance backlog costs do not take full account of the costs of refurbishing buildings to a standard that would make them fit for purpose for the next 20-25 years, i.e. to raise them to a comparable standard as new buildings. This is an important consideration, as the introduction of modern working practices offers the greatest potential to reduce the office footprint, and in turn operational costs. Modern working practices support more flexible working arrangements, including providing a reduced number of work stations and less work space per desk, which add up to smaller buildings. Flexible working, space sharing and hot-desking are all relatively commonplace activities in the modern office and these arrangements are now standard practice in both the public and private sectors across the UK.

Technology is also significantly changing the way we work, from both the accommodation and service delivery perspective. Remote working is now something that can easily be undertaken, with developments in both digital communication speeds and security enabling greater access to data and information from shared resources. Technology is also having an impact on other property needs, whether it is data storage, communications wiring or simply the size of equipment. Subsequently both the size requirements and flexibility of office accommodation has changed as a result. Improved flexibility means that it is easier to change the use of areas, enabling a more responsive change to demand.

At present, the estimated revenue cost of accommodating office based staff in their current locations is in the region of £9 million per annum, excluding costs associated with the maintenance backlog.

Office Rationalisation Programme

A substantial office rationalisation project known as 'Our Space' was introduced in 2010 to reduce the Council's office footprint and to start to introduce modern workplace arrangements. As part of this, 14 buildings have already been released, or are in the process of being released with a view to savings being realized within this financial year (2014/15).

In recent months, as part of the Organisational Development Programme, an updated Office Rationalisation Programme has been introduced (see details at Appendix 2) with the aim of releasing a further 15 buildings over the next 3 years, to deliver circa £1m of revenue savings and circa £6m of capital receipts.

Phase 1 (2015/16)
- Global Link
- Charles Street
- The Mynachdy Centre
- The Howardian Centre
- St David's House
- Marland House

Phase 2 (2016/18)
- Radyr Court
- The Rise, Penhill
- Suffolk House
- Cord House
- 32 Cowbridge Road West
- Dominions Way
- Gabalfa House
- Motorpoint
- Ty Canna

This programme will see the Council's office estate reduce down to 3 core office buildings – County Hall, City Hall and Wilcox House - and the following 17 office buildings in communities:

- Occupational Therapy Store, Lambourne Crescent
- Environmental Building, Cardiff Bay
- Castle Project Team, City Centre
- Market Road Day Centre, 46-48 Market Rd
- Ely Family Centre, Grand Avenue
- West Services Resource Centre, 91 Grand Avenue
- Queen Alexandra House, Cardiff Bay
- Friary Centre, City Centre
- Old Library, City Centre
- John Reynolds Centre, Shaw Close
- Lamby Way Cleansing Depot / Offices
- Wedal Road, parks DSO Office/Depot
- Radyr Court, Radyr Place
- Flying Start, Harlech Suite
- Flying Start, Monmouth Suite
- Flying Start, Pembroke Suite
- Cardiff Flying Start, Atlantic House

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In addition to rationalisation the programme has delivered investment to modernise the estate that has enabled buildings such as County Hall and in particular Wilcox House to accommodate a greater number of people. Wilcox House for example now accommodates an additional 300 staff. By the end of this financial year the project will have delivered £940,000 of revenue savings and circa £3m of capital receipts.

Under the Our Space project the strategy was to reduce down from 4 core buildings to the 2 core buildings in Council ownership, i.e. County Hall and City Hall. This proposal has raised concerns regarding the number of additional people that would need to be accommodated at County Hall, and to a lesser extent at City Hall, and the full associated costs of implementing this proposal.

A review of the proposal has been undertaken, supported by external advice which considered 3 potential options:
• retaining all 4 buildings.
• rationalise in to the 2 Council owned buildings – City Hall and County Hall.
• build a new purpose built headquarters building.

The outcome of this work suggests significant savings could be realised through the development of a new purpose built headquarters building as well as improvements to customer access to services. The Council is now undertaking work to test these findings in more detail through a business case process.

As part of this, the Council is engaged in discussions regarding the potential delivery of a new 'Public Sector Hub' environment that will encourage large scale collaboration across public services in Cardiff with a view to realising significant economies of scale.

High-level Review of the Office Estate

In recent weeks, working within the context of the Organisational Development Programme, the Council's Strategic Estates team and representatives from the former 'Our Space' project team and other relevant service areas have undertaken a high-level review of the Council's office estate to seek to further extend the benefits of the Office Rationalisation Programme.

A number of general observations resulting from the recent review of the office estate are provided below:

• The development of a new Council headquarters building offers the greatest potential for delivering measurable improvements in property performance as well as delivering a significant level of savings back to the Council.

• The refurbishment of County Hall and City Hall to a standard where they would be fit for purpose for a 20-25 year period and capable of enabling modern working practices would cost significantly more over the 25 year period than a new building.

• The development of a new office building could be funded from within existing budgets and could release a significant saving back to the Council. It could also make a significant contribution towards the corporate priority to create jobs.

• Given the extent of capacity within the Council's owned estate the Council should release itself from all lease arrangements at the earliest opportunity.

• Of the 17 retained offices, there is potential to relinquish a further 5-6 properties in the next few years pending service area reviews/projects.

• The changing shape of the organization, coupled to modern working practices and technological innovations offer further scope to reduce the Council's requirement.

• There are emerging opportunities to improve joined-up service delivery and to realise economies of scale through the delivery of a Public Sector Office Hub in the city.

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out of area

Cardiff Council Office Buildings

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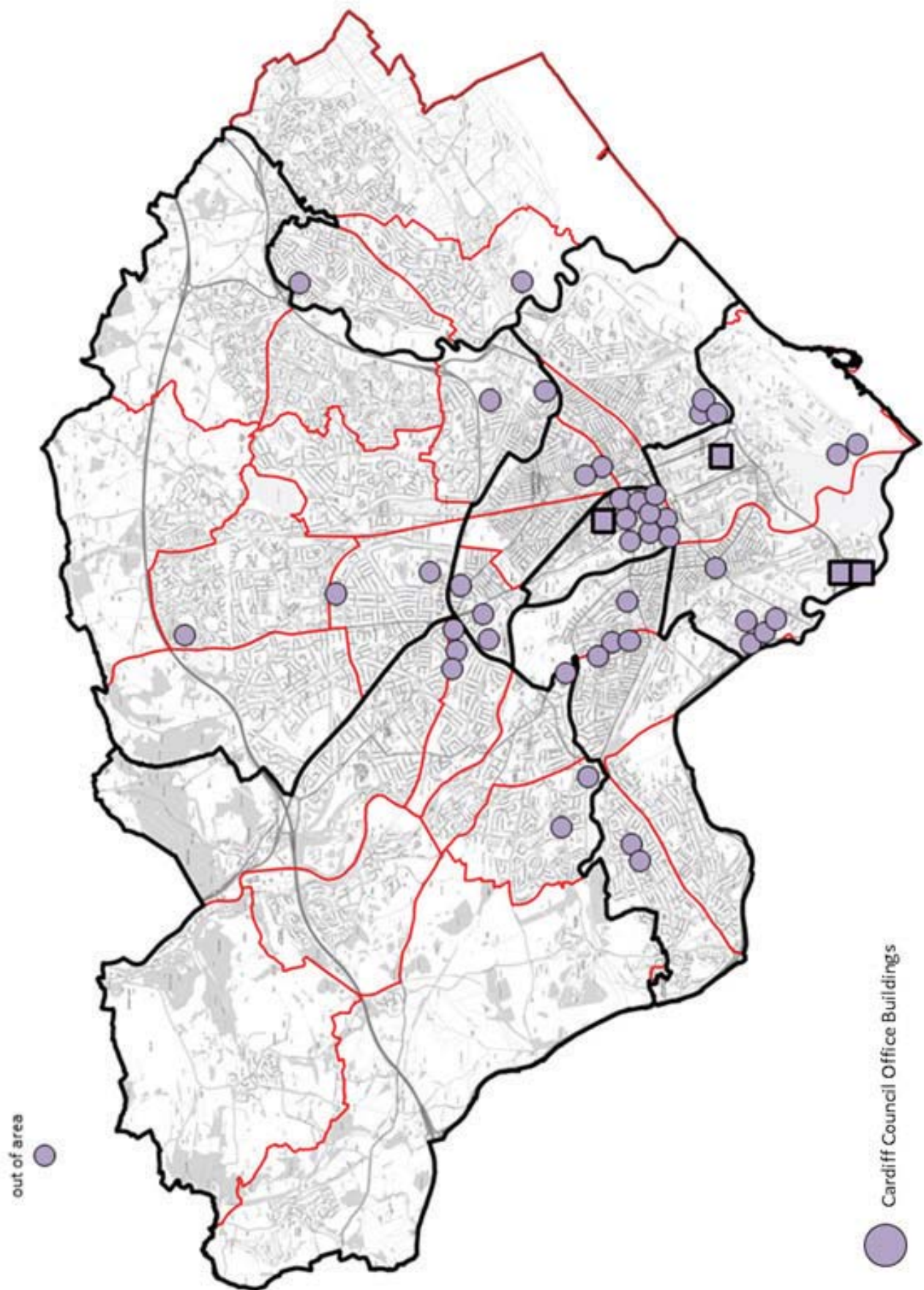
The Strategy: Community Buildings

Key points:

- The quality of community buildings is generally poor and there is a significant maintenance backlog. Rationalisation of the estate is inevitable as direct service area provision will reduce over time.

- Possible solutions include disposal by way of Community Asset Transfer (CAT). Empower local community groups and charities to take a lead role in service provision within their communities.

- The Council needs to lead by example to create high quality community environments and facilities that best suit the needs of local residents.

- Modernisation of schools estate offers the biggest opportunity to rationalise community buildings and to integrate community facilities within new school development, providing a more sustainable footprint with both lower financial and carbon costs.

- There need to be a much stronger link between the Schools Organisation Programme and the Community Hubs Programme.

The Council's community based estate has grown organically over time to cater for a variety of service delivery models over the years. As a result the Council has a disparate group of buildings of different quality in different locations across the city. Whilst many of the Council's community buildings are much loved and serve the community well, the property portfolio as a whole does not work efficiently or effectively in delivering public services.

The sporadic nature in which the community property estate has evolved over time has left the Council with a number of properties that are underutilised and some which have even closed completely. Empty properties present the Council with a number of concerns; a diminishing value asset, deterioration in condition, ongoing revenue costs, a security risk, and an opportunity cost.

The community buildings estate has a maintenance backlog of approximately £12m. The Council needs to divest itself of some of these properties, and this provides an opportunity to improve service delivery in local communities through collaboration, community involvement and alternative methods of delivery.

The community estate provides a plethora of properties which are exampled below:

Leisure	Parks, Historical Buildings, Theatres, Leisure and Play Centres, Sports Facilities, Libraries, Community Centres
Housing	Area Offices, Homeless Units, Advice Bureaus
Social	Day Centres, Community Facilities, Child & Family Establishments
Harbour	Extensive land, water and property assets
Highways and Transport	Car Parks and Land for Highways provision

Table 9: Example Community Buildings

Given the collective challenges facing all public sector bodies in Cardiff it is essential to work together more closely to join up services. This could mean: co-locating services within community facilities or 'Hubs'; sharing assets or buildings; pooling budgets in appropriate areas to spend money more wisely; or introducing multi-agency teams to work with residents and communities to provide more integrated services in appropriate areas. This also applies to different departments within the Council. A 'One Council' approach will make services easier to access for residents and will involve improved working between departments. This response also means that instead of relying on largely building based services the Council actually goes into communities and provide services through outreach staff or mobile provision.

In addition, the shape of the estate will need to change to reflect changing demands for services. In particular, as more people have instant access to information via smart phones the Council will need to adapt to become more responsive to changing needs. A good example is the changing way in which people access library services through new technology such as e-readers and an increased demand for Wi-Fi and PC access.

As direct service delivery will change rationalisation of the estate is necessary. That is particularly sensitive for community buildings as they provide the basis of city infrastructure and services that the Council might not be able to deliver in the conventional sense in the future. The Quirk Review has detailed how communities can manage and take ownership of public buildings. The ethos is based on a relationship of

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trust and devolving power. Essentially, it is about giving local people a bigger stake in the future of their area.

In Wales support for community and social enterprise was taken forward by the Welsh Governments Joint Working Group which produced the Social Enterprise Strategy for Wales in 2005. This was updated with the Social Enterprise Action Plan 2009, which referred to the need to work on the perceived barriers of asset transfer to social and community enterprises.

Local Authorities across England and Wales have started the process of transferring properties to community groups and enterprises to deliver local services. The Council established its own process for Community Asset Transfers (CAT) which was adopted by Cabinet in March 2014. The process sets out a transparent method of disposal to community groups in appropriate circumstances.

Not all surplus community properties will be appropriate for CAT and therefore alternative conventional disposal methods should be pursued to generate capital receipts or additional revenue through a commercial property letting.

Consultation

The aim of this document is to encourage a discussion around the proposals for the Council's budget for 2015/16 and future years, and is linked to the extensive public engagement 'The Cardiff Debate'. The Council is committed to being a co-operative council and in following the values based around openness, fairness, co-operation and collaboration. The debate encourages community groups and residents to design new ways of doing things and to actively involve themselves in the decision making process.

The 'Choices for Cardiff Consultation' document sets out a number of proposed changes for each Cardiff neighbourhood and lists 78 community buildings (including the proposed new Hub developments) and services that are being considered for:

• Retention and possibly further developed

• Alternative operating model to be developed

• Community ownership, alternative use or disposal

The consultation responses will be collated and reviewed to enable the Council to better understand what community services and facilities are important, and determine whether we can better cater for community needs through alternative delivery models.

Community Buildings Estate

In recent weeks, working within the context of the Organisational Development Programme, the Council's Strategic Estates team and representatives from the key relevant service areas have undertaken a high-level review of the Council's community buildings estate.

A number of general observations resulting from the recent work are provided below:

• Rationalisation of the community estate offers a major opportunity to reduce the operational costs of the Council's overall estate.

• There is major potential for further rationalisation over and above the existing proposals, particularly when the wider public estate is taken into account.

• The 'Community Hub' programme can be extended much further with the principle extended to a wider range of community facility types/uses.

• There is a major opportunity for schools to be at heart of the community hub strategy – especially where new schools are being constructed. Schools offer the potential for the consolidation of community provision, including leisure centres, libraries, health centres, catering facilities, community halls etc. 'Community Campuses' are already being delivered across England and SE Wales. The £50m new Aberdare Community School under construction on the former Michael Sobell Leisure Centre site at Cwmdare provides a good example of the consolidation of 3 schools and a leisure centre to provide one new super high school with an associated leisure centre and community hub.

• CATs reduce income, but transfer costs and liabilities. Where appropriate the Council can retain long term ownership through peppercorn leases.

• Consolidation of the wider public estate is a significant missed opportunity that needs to be addressed. The Cardiff Assets Group approach is not enough. A better mechanism is required to accelerate collaboration.

Communities Property
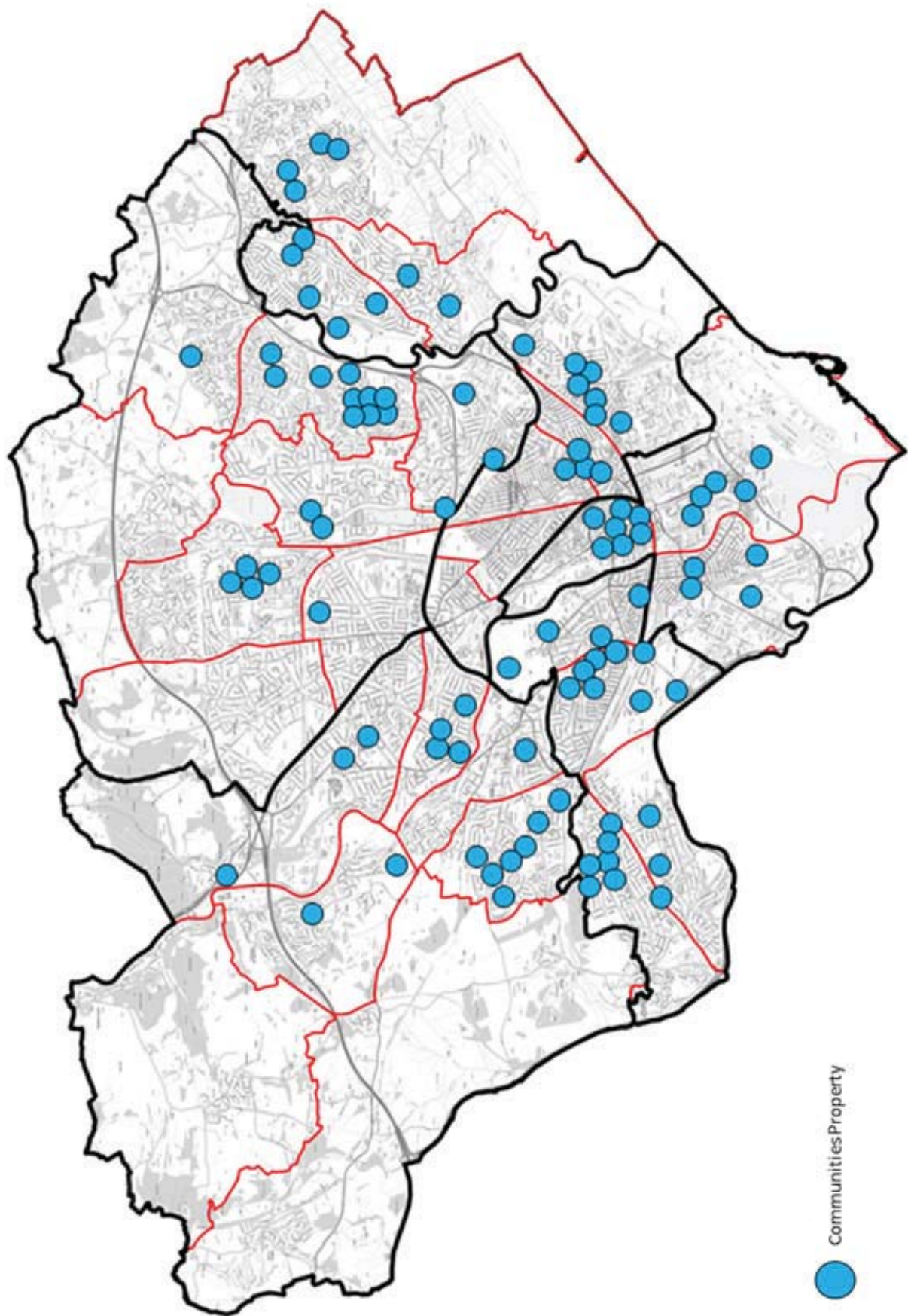
SECTION 5:
IMPLEMENTATION

In order to deliver against the vision, aims and objectives of this strategy, new arrangements will need to be put in place by April 2015. In particular, new governance arrangements will be established to help the Council deal with property as a corporate asset - to improve decision making, and a series of annually monitored plans will be introduced to ensure property responds to the needs of service areas, as well as providing a basis for proper discussion and progress around collaboration. The key tool will be the Corporate Asset Management Plan, which will be supported by Service Area Action Plans and Neighbourhood Area Action Plans.

Better internal arrangements will also be established to support delivery of the Service Area Action Plans and Neighbourhood Area Action Plans. This will involve a dedicated 'Property Partner' being nominated from within the Strategic Estates team to act as a single point of contact for each service area and each neighbourhood management area. Decision making processes will also be improved through revised disposal procedures and new 'Fitness for Purpose' assessment process. The chart below provides an outline of the overall Corporate Property Strategy Governance structure.
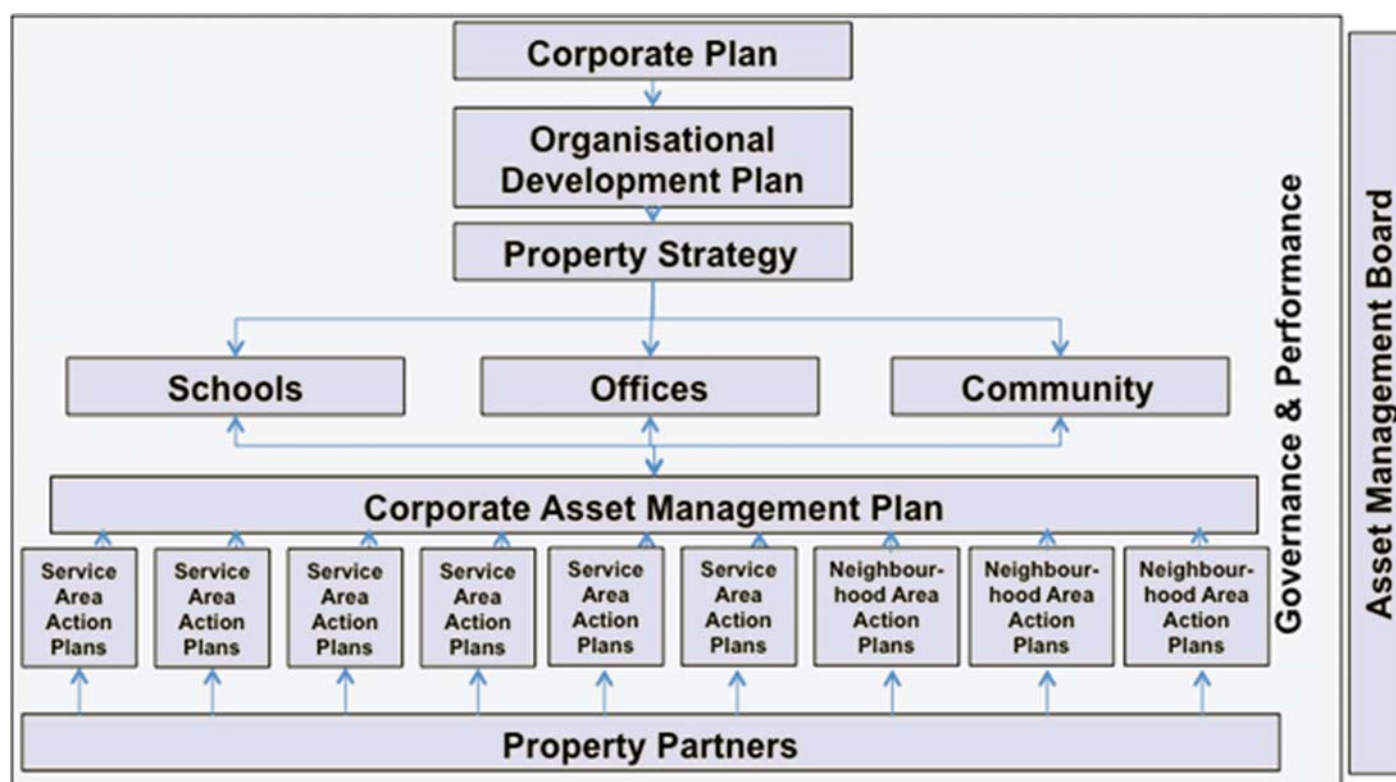

Figure 3: Property Strategy Governance Chart

Organisational Development Programme

The Organisational Development Programme (ODP) aims to support a transition towards a new organisational model including:

- Reviewing the shape and scope of the organisation and the way in which services are delivered to meet demand;

- Widening opportunities for people and communities to shape services around their needs;

- Identifying delivery models that may be established to meet demand pressures and reflect budgetary realities;

- Identifying opportunities for further efficiency savings through better internal and external collaboration, integration of service delivery, and reducing duplication of effort and resources;

- Accelerating reviews of operational and non-operational property to ensure best use of our buildings;

- Significantly strengthening performance management, workforce development and engagement arrangements; and

- Promoting openness through increased citizen engagement and information sharing, enabling transparent decision making and providing clearer opportunities for people to participate in decision making processes.

The ODP is based on 5 themes, one of which is Assets & Infrastructure, which aims primarily to accelerate delivery of the Schools Organisational Programme, the Office Rationalisation Programme, and the Community Hubs Programme.

Within this context there are a number of property related initiatives being taken forward by the Council that have the potential to influence or be influenced by the operational estate. The Asset & Infrastructure programme now provides appropriate governance across all of these initiatives and a clear organisational line of sight that will improve future decision making. The main property related initiatives currently being taken forward by the Council include:

- Housing Partnership Programme II
- Community Hubs Programme
- Parks/ Leisure Service Area Property Review
- Cardiff Property Assets Collaboration Programme
- Review of Non Operational Property Estate/ Workshops Review
- Office Accommodation Rationalisation
- Schools Organisational Programme
- Regulatory Services Joint Collaboration Initiative
- Community Asset Transfer Programme
- Children's Services Property Rationalisation
- Carbon Reduction in Buildings Initiative
- Energy Efficiency in Traditional Historic Buildings
- Management of Outdoors Land Initiative
- Meanwhile Community use of council land

Corporate Asset Management Plan (CAMP)

This strategy proposes the introduction and mainstreaming of a Corporate Asset Management Plan approach to managing the Council's property estate. The Council has in the past attempted to introduce a CAMP, but has never managed to position it appropriately organizationally to enable it to have the desired impact. The intention now is to create a wrap of governance and activity around the CAMP to ensure it is able to effectively manage and monitor the performance of the Council's estate moving forward.

The CAMP will become the key property management tool for the authority and will provide a corporate view of all property related activities to be taken forward over the course of each financial year. The CAMP will be agreed/approved annually as part of the budget setting process to ensure it closely aligns to both the Council's revenue budget and the capital programme.

In short, the Corporate Asset Management Plan will include:

1. Overall performance indicators for the city's operational assets

2. Trend and benchmark analysis of property assets

3. Overview of actions undertaken over the previous year

4. Assessment of need

5. Action plan of forthcoming financial year, including investment, disposal, regeneration and partnership activities.

In particular the Corporate Asset Management Plan will provide direction and support delivery of the 3 key programmes of activity around the estate: Schools Organisational Programme; Office Rationalisation Programme; and the Community Hubs Programme.

As the basis for measuring performance, the CAMP will provide a detailed 'State of the Estate' report and will monitor performance against a set of standard

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industry indicators benchmarked against relevant Welsh and UK local authorities.

Responsibility for delivering the CAMP will sit with the Corporate Estates Manager reporting to the Corporate Asset Management Board.

Service Area Action Plan (SAAP) – Office Accommodation

The Corporate Property Strategy also proposes to introduce new Service Areas Action Plans. These documents will plan each service area's property needs in line with changing demands and the changing shape of the organization outlining actions for implementation during the forthcoming year.

The Service Area Action Plan will be led by an assessment of need for the service area, that will outline the operational requirements in terms of service delivery and what this means in terms of their associated property portfolio.

As part of this process, each service area will identify their priority list of buildings to be taken forward for a fitness for purpose assessment, aimed at understanding whether the property fits the needs of the service areas specific requirements, and whether corporately the asset is being used to its full potential.

The Service Area Action Plan will be produced by the Property Partner in collaboration with the service area and will include:

1. An assessment of need – now and towards the future, capturing changing service requirements
2. A review of the existing estate – identify buildings for fitness for purpose assessment
3. An annual Action Plan for the service area

The performance of current assets held will be allocated to one of the following categories:

- Surplus to requirements
- Retain for existing purposes
- Improve financial and/or energy performance
- Promote partnership working
- Develop opportunities for improved service delivery

The plan will be reported to the Corporate Asset Management Board and will feed into the Corporate Asset Management Plan.

Neighbourhood Area Action Plans

A fundamental part of the delivery of the Property Strategy is greater collaboration between service areas and across public services in Cardiff. To this end, new Neighbourhood Area Action Plans will be introduced that will consider all public buildings within the 6 neighbourhood areas identifying opportunities to rationalize and collaborate.

Again, each neighbourhood area will be allocated a dedicated 'Property Partner' from the Strategic Estates' team who will be responsible for delivering the plan in collaboration with the Neighbhourhood Area Partnership teams.

The plan will be updated annually and will include:

1. Assessment of need
2. Review of existing assets (including duplication and assessment of capacity)
3. Annual Action Plan

The performance of current assets held will be allocated to one of the following categories:

- Surplus to requirements
- Retain for existing purposes
- Improve financial and/or energy performance
- Promote partnership working
- Develop opportunities for improved service delivery

The plan will be reported to the Corporate Asset Management Board and to the Neighbourhood Management Board and will feed into the Corporate Asset Management Plan.

New Governance Arrangements

Corporate Asset Management Board

The Corporate Asset Management Board will oversee the delivery and performance of the Corporate Property Strategy, and the annual plans outlined above and will comprise:

• Chief Executive
• Director Economic Development
• Corporate Director Resources
• Director Education
• Director Communities, Housing and Customer Services
• Corporate Property and Estates Manager

The Corporate Asset Management Board will meet every quarter or as frequently as required.

A new mechanism for improved engagement with the cabinet will also be established as part of the delivery of the Coporate Asset Management Plan.

Property Implications

It is proposed to introduce a new 'Property Implications' section to Cabinet and Officer Decision Reports where there are significant property implications to the decision being made. The Corporate Property and Estates Manager will be required to provide a corporate view of the implications on the property estate of the proposed decision. This proposal may require changes to the Council's constitution and therefore will need to go through the appropriate processes to gain adoption.

Stakeholder Involvement

Consultation is an important way of ensuring a match between demand and supply. The Corproate Property Strategy, through the Corporate Asset Management Plan, will be aligned with the Cardiff Debate to develop a comprehensive picture of perceived need in addition to management data collected as part of the Neighbourhood Action Plans and Service Area Action Plan.

Equality Impact Assessments (EIA)

The Service Area Action Plan supports the delivery of corporate priorities and the Neighbourhood Area Action Plans support delivery of priorities in the Community Strategy. These priorities will be cross checked within each document. EIA's will be undertaken as a part of the action plan for implementation.

Member Engagement

Cabinet - The Cabinet approves the overall Corporate Property Strategy, and will approve annually the Corporate Asset Management Plan and the Service Area Action Plan and Neighbourhood Area Action Plan as part of this process. The Cabinet also makes decisions on major asset related issues or initiatives that fall outside the remit of delegated powers for senior officers.

Cabinet Members will be consulted on the property decisions that relate to their specific service areas, e.g. the Cabinet Member for Education and Lifelong Learning will be consulted on all major decisions relating to the Schools Organisational Programme. The Cabinet Member for Corporate Services and Performance allocated with responsibility for asset management will also be consulted for all major property decisions.

Scrutiny – as well as the Corporate Property Strategy itself the annual Corporate Asset Management Plan and the Service Area Action Plans and Neighbourhood Area Action Plans will be presented to the Policy Review and Performance Scrutiny Committee annually.

Ward Members - at a local level, Ward Councillors will be consulted on specific asset related issues affecting their local area and are also engaged through individual member enquiries and Neighbourhood Partnerships.

A specific process for engaging with Ward Members regarding the future use of buildings in communities will be introduced as part of the delivery of the Coporate Asset Management Plan.

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Property Partners

The Strategic Estates team will act as the corporate custodians of the Council's estate. The Asset Management Officer, will coordinate the process; service and support the work of the Corporate Asset Management Board; and maintain an oversight of emerging or changing property related initiatives and priorities. This role will supported by the team's experienced group of valuers and chartered surveyors.

In order to improve the relationship between service areas and the Strategic Estates team each service area has been assigned a dedicated Property Partner from within the Strategic Estates team. The Property Partner will act as the single point of contact for the service area on all property related matters and will co-ordinate the work of the various property related services for the service area,

A Property Partner will also work with service areas to develop their Service Area Property Plans as part of their business planning process. The plan will articulate the service area's current and projected operational property requirements and will seek to marry the requirement against existing and potential future property assets. In particular, this approach will help to robustly manage demand for property and significantly assist with the challenge of reducing the Council's operational estate and associated running costs. The allocated Property Partners are as follows:

Service Area	Officer
Economic Development (Non Operational Estate)	Steve Watkins
Resources (Facilities Management)	Steve Watkins
Schools and Education	Sue Singer
Leisure Services	Steve Myers
Library Services	Steve Myers
Adults and Children's Services	Gerry Devine
Environment and Transportation	Gerry Devine
Harbour Authority	Tim Dodge
Major Projects and City Centre Management	Tim Dodge
Housing and Neighbourhood Renewal	Mike Williams
Communities	Mike Williams

In the same way a Property Partner has been allocated to each neighbourhood area to perform a similar function and to lead on the preparation of a Neighbourhood Area Asset Plan, as follows:

Neighbourhood Partnership Area	Officer
Cardiff East	Steve Watkins
Cardiff South East	Sue Singer
Cardiff West	Steve Myers
Cardiff South West	Gerry Devine
City Centre & South	Tim Dodge
Cardiff North	Mike Williams

Valuers are also available to provide specialist property related advice in the following respects:

Planning Gain and Section 106 Negotiations	Gerry Devine
Community Asset Transfers	Steve Myers
Property development option appraisals	Sue Singer
Asset Valuations	John Richards
Landlord and Tenant management	Steve Watkins

Property Intelligence and Data Consolidation

The Council has the benefit of a very comprehensive property database which compiles, analyses and disseminates a wide range of information regarding the performance of our property estate. This information is crucially important in enabling us to make informed decisions regarding the future deployment of property: it tells us what it costs to run; how well space is utilised; whether the structural or internal condition of the property is a cause for concern; and whether the building is suitable for its current or intended use.

In order to improve the management of data across the organization further investment is taking place as part of the new Customer Relationship Management system that will consolidate the Council's property database to ensure information is held in one place and is comprehensive. By holding a centralised resource the Council will be able to monitor changes in performance, and make better decisions based on up to date and accurate information relating to both demand for services and supply of property. The intention is to introduce a new system from March 2015.

Property Toolkit

Fitness for Purpose Assessments

In order to support a corporate view of property a standardised Fitness for Purpose Assessment will be undertaken on all property identified as suitable for review in order to ascertain the future use of the asset. The assessments will be coordinated by Strategic Estates in conjunction with Service Areas. They will comment on utilisation and current occupancy arrangements. This is a partnership approach. The assessments will consider:

- Average cost of running cost and maintenance in comparison with benchmark properties
- Demand for use in comparison with benchmark properties
- Current occupancy arrangements and effective utilisation of buildings.
- Building condition surveys
- Alternative use or development potential and value.
- Energy performance.
- Accessibility – both in terms of DDA compliance of the building itself, but also proximity to public transport where appropriate.

These assessments will inform the potential future use of operational assets, and will assist in determining a hierarchy of actions for poorly performing properties.

Disposal - Decision making process

A new standardized decision making process for disposals will also be introduced. As part of this process there is a presumption in favour of leasehold disposal rather than freehold disposal, particularly in the city centre and other key locations. The disposal decision making process will be based on the following criteria:

- The appropriateness of the building for delivering a particular service or range of services
- An assessment of the existing benfit provided to the community
- An assessment of potential alternative uses internally
- Potential alternative external uses
- Average cost of management and maintenance in comparison with benchmark properties
- Demand for use in comparison with benchmark properties
- Potential return of property in comparison with running cost
- Potential capital return and potential capital cost of best alternative

Service Areas are required to immediately relinquish their occupation of properties once their operational need ceases or upon provision of suitable alternative accommodation.

All leases of operational property will cease when current leases expire unless there is an overriding requirement for retention which cannot be met from within the retained estate which will require a Cabinet decision.

Buildings identified as being surplus to requirements by one service area may be made available to meet the needs identified in other service area property plans before being considered for disposal. If not required for operational use they will be considered for other social and economic uses before being put forward for lease or disposal.

Once this information is provided, and in line with the criteria above, proposals will be taken to Cabinet to agree on any change of use or disposal of property.

Fundamentally, entering new leases, acquisitions, or new build arrangements will only take place where a conclusive business case can be made or the requirement cannot be met from within the retained estate and subject to a Cabinet decision.

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Securing Investment

Modernising the Council's estate during times of financial constraint will be challenging. The Council will therefore need to be innovative in its approach to raising investment.

The Council will need to:

• Maximise the exploitation of existing assets including the adoption of property development principles to generate value;

• Explore a range of investment models including JVCs, PPPs, ABVs, Social Enterprises, CATs etc, to generate investment and transfer risk and liability;

• Explore modern procurement approaches to realise incentives from contractors (e.g. Buy One Get One Free on new schools using standardised designs);

• Collaborate with public partners to realise shared asset value, to deliver economies of scale, and to share risk and costs

• Explore innovative contractual arrangements including the potential to build-in total life costs.

Furthermore, in designing solutions for the future, the Council should consider privately owned land and buildings rather than automatically reverting to Council owned property. It may be more financially prudent to release an existing asset for an alternative use and to replace it with a new one.

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SECTION 6:
PERFORMANCE & REVIEW

The strategy aims to provide a framework for improving the performance of the Council's property estate. In response to the Organiational Development Programme and the Wales Audit Office Corporate Assessment the strategy puts forward a number of interventions to bring about change to the way in which the Council manages its estate to deliver better outcomes for the Council, its partners and communities. The nature of property requires a longer-term approach to the realisation of benefits and therefore the strategy relates to a period of 5 years. It is therefore even more important to monitor progress and performance on an annual basis to ensure the direction of travel is being maintained and that the objectives of the strategy are being delivered.

Currently the Council subscribes to the Welsh Government's Local Govrnment Data Unit's (LGDU) Property Performance Benchmarking Initiative. Each year this collects a wealth of information in a systematic manner from all welsh councils. In terms of benchmarking this information, Cardiff compares itself with the three other large urban areas of Swansea, Newport and Wrexham each of which have relatively similar property interests. Where significant discrepancies arise contact is made with our colleagues in these authorities to better understand the reasons behind them.

In addition to peer review, the information collected is used internally for trend analysis purposes plotting the performance of property over a two to five year period, thereby providing visibility as to what impact previous improvement measures have had. Various other benchmarking initiatives are also run by bodies such as CIPFA, ACES (Association of Chief Property Managers

in the Public Sector); and COPROP (Directors of Property Services). Clearly, it would not be necessary to subscribe to all these forums as there would be a large measure of duplication. However, the Council has recently joined the Core Cities Group, and its Property Sub Group is currently in the process of engaging a leading property analyst company to develop a suite of appropriate key performance indicators and benchmarks specifically designed to facilitate more effective management of its members' property assets. It is intended Cardiff fully participate with this exercise as the measurement of our property estate against other very similar sized cities, e.g. Bristol, Edinburgh etc. will provide even more valuable intelligence than we currently derive from the LGDU.

For strategic management purposes it is intended in future to concentrate on the collation of a small number of high level Key Performance Indicators and property assessments which will be used to determine the direction of travel for our estate. Others will continue to be collected for broader benchmarking purposes. These will comprise:

- **Building Condition**: Categorising property into the four standard classifications of Good, Satisfactory, Poor, and Bad. This will provide a clear indication of the general state of our property.

- **Maintenance Backlog**: Assessing the total expenditure on required maintenance per m2 for the Gross Internal Area of each of the above condition categories. This will quantify the various levels of expenditure needed to rectify the identified deficiencies for each category and will directly enable us to determine the deployment of the Asset Renewal Programme budget each year.

- **Environmental**: Specifically focusing on the percentage change in the Display Energy Certificate (DEC) rating for each property, which will inform the implementation of the council's Carbon Reduction strategy.

- **Sufficiency**: This is a standard asset management measurement collected by occupying Service Areas which assesses whether the building , its layout, and the facilities and equipment provided are adequate for the effective delivery of the service delivered from the building.

- **Accessibility**: The Disability Discrimination Act requires Local Authorities to ensure that its buildings which are open to the public are fully accessible for those with disabilities. This Indicator measures this on a year on year improvement basis against the original survey undertaken several years ago.

- **Spend**: This will analyse the various categories of spend, and is an important measure to ensure we secure best value for money from our property, and do not waste our scarce resources.

- **Customer Satisfaction**: This can be an intangible measure, which will require in depth discussion with Service Areas to determine the value of endeavouring to collect this information. However, as we strive to ensure property users (customers, general public) derive appropriate benefit from accessing our buildings, it is important we address this measure.

- **Suitability / Fit for Purpose**: This is a very high level, important assessment which will, for the first time, look at a number of key factors relating to property performance in the round

e.g. condition, structural integrity, accessibility, sufficiency, alternative use potential, value, location. Each property will be RAG assessed and this will help determine a hierarchy of future action:

Red: property manifestly no longer appropriate which requires early attention.

Amber: property which may require further consideration and review, or investment

Green: property which is suitable for its current use, not requiring any attention.

In future it will be a key task for the Corporate Property Manager to ensure appropriate arrangements are put into place for this data to be collated in a timely manner, critically scrutinised and reported as a key feature of the annual Corporate Asset Management Plan. Relevant information will also be directly disseminated to all building operators to ensure they can make the necessary adjustments to the day to day operational use of buildings.

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