

CABINET: WEDNESDAY, 27 JULY 2016 at 2.00 PM

A Cabinet Meeting will be held in the City Hall on at 2.00 pm

A G E N D A

Apologies & Declarations of Interest

Scrutiny Matters

- 1 To receive a report of the Children & Young People Scrutiny Committee entitled "Child Sexual Exploitation" (*Pages 1 - 84*)

Leader

- 2 Property Investment Estate (*Pages 85 - 88*)
- 3 Cardiff Business Improvement District (*Pages 89 - 128*)

Community Development, Co-Operatives & Social Enterprise

- 4 Alternative Delivery Model - Leisure Centres (*Pages 129 - 232*)

Corporate Services & Performance

- 5 National Non-Domestic Rates - Write Offs (*Pages 233 - 238*)
- 6 Corporate Risk Register (year end position 2015/16) (*Pages 239 - 256*)

Early Years, Children & Families / Health, Housing & Wellbeing

- 7 Director of Social Services Annual Report (Annual Council Reporting Framework) (*Pages 257 - 336*)

Skills, Safety & Engagement

- 8 Response to the Report of the Community and Adult Services Scrutiny Committee report entitled "How to reduce Crime and Disorder in the Night Time Economy in a time of Austerity" (*Pages 337 - 344*)

PAUL ORDERS
Chief Executive

scrutiny



A Report of the: Children & Young People Scrutiny Committee

Child Sexual Exploitation

May 2016



The City and County of Cardiff

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Appendices:

Appendix 1 – All Wales National Action Plan for Tackling Child Sexual Exploitation (CSE) in Wales 2016/17

Appendix 2 – CSE Case Studies

CHAIR'S FOREWORD

Firstly I'd like to thank the members of this Task & Finish inquiry for their diligence in reading the large amount of paperwork and for their questioning of witnesses, in what can be a distressing subject. Secondly thanks to all the witnesses who gave evidence, they were all obviously very professional in tackling this issue and had a desire to get it a higher profile in the Council and wider public awareness. Finally we could not have completed the inquiry without the superb support of Alison Jones, Principal Scrutiny Support Officer.

Child Sexual Exploitation (CSE) has had a high profile in England as a result of the criminal convictions in Rochdale, Rotherham, Leeds and Bradford. In the reviews and enquiries into these cases it was clear that people in authority knew that the CSE was happening, they either ignored it; thought it was a one off problem; assumed 'another agency' was dealing with the issue; were unable to progress cases because of inter-agency data protection protocols; failed because of dysfunctional inter-agency working or focused on the behaviour and lifestyle expectations of the young people and not their safeguarding needs. This Task & Finish inquiry found elements of all of these behaviours has been present in Cardiff in the recent past and currently.

Child Sexual Exploitation is everybody's concern, in Cardiff a start has been made in improving inter-agency working with the Multi Agency Safeguarding Hub (MASH), but too often in this inquiry witnesses told us that they had difficulty in getting cases assessed by Children's Services and they were required to produce 'hard evidence'. This may be a training need for third sector organisations in understanding thresholds for referral, but it may be that we are missing some cases or not intervening early enough.

Awareness also needs to be raised with those working in the night time economy. People know what hotels, night clubs & areas of the city, where adults associate with children. People need to know where to refer any concerns they may have, currently they do not.

So far in Cardiff we have not had any major cases of CSE, but we cannot be complacent. Cardiff is a large city and getting larger, CSE does happen in Cardiff, we now need to push forward on this issue more swiftly to make sure that we protect our young people and vulnerable children.



Councillor Richard Cook
Chair, Children & Young People Scrutiny Committee

TERMS OF REFERENCE

As part of their 2015/16 Work Programme, Members of the Cardiff Council Children & Young People Scrutiny Committee established a task and finish Inquiry into Child Sexual Exploitation. This inquiry sought:

- To assess the robustness of the CSE strategy, preventative measures and the level of the Council's and partner organisations response to incidences of CSE.
 - Exploring partnership working and resource allocation associated with managing CSE in Cardiff.
 - Exploring the scale of CSE in minority groups.
- To gather stakeholders views with regard to the above, including statutory partners and relevant Cabinet Members and Cardiff Council officers.
- To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff.
- To make evidence based recommendations to improve the reduction of CSE in Cardiff, to the Cabinet and relevant stakeholders.

Members of the Task & Finish Group were:

- Councillor Richard Cook (Chair)
- Councillor Dianne Rees
- Councillor Jim Murphy
- Mrs. Patricia Arlotte, Roman Catholic Co-Optee.

WHAT IS CHILD SEXUAL EXPLOITATION (CSE)?

1. Sexual exploitation of children and young people under 18 involves exploitative situations, contexts and relationships where young people (or a third person or persons) receive 'something' (e.g. food, accommodation, drugs, alcohol, cigarettes, affection, gifts, money) as a result of them performing, and/or another or others performing on them, sexual activities.
2. Violence, coercion and intimidation are common, with involvement in exploitative relationships being characterised in the main by the child or young person's limited availability of choice resulting from their social, economic and/or emotional vulnerability.
3. The sexual exploitation of a child under the age of 18 is illegal under Section 65(1) of the Children Act 2004.

Statutory responsibilities

4. Following the publication of statutory guidance "Safeguarding Children: Working Together under the Children Act 2004", Councils were required to establish Local Safeguarding Children Boards (LSCBs).

The objectives of an LSCB are to:

- **Protect** children within its area who are experiencing, or are at risk of abuse, neglect or other kinds of harm, and
- **Prevent** children within its area from becoming at risk of abuse, neglect or other kinds of harm.

Cardiff and the Vale of Glamorgan established LSCBs in 2006, merging as one LSCB in October 2013.

5. The Cardiff and the Vale of Glamorgan LSCB brings together representatives of each of the main agencies and professionals responsible for helping safeguard children. In Wales, the statutory responsibility for establishing the LSCB rests with the local Children's Services authority.
6. The Social Services and Well-being (Wales) Act 2014 introduced a strengthened, robust and effective partnership approach to safeguarding. Part 7 of the Act sets out clear statutory responsibilities for local agencies, including Councils, in relation to safeguarding children (and adults) via local safeguarding boards.
7. In addition, the Welsh Government published *the "All-Wales National Action Plan to Tackle Child Sexual Exploitation"* which sets out a framework and minimum standards that Safeguarding Children Boards and partner agencies should work collectively and individually towards and build on to:
 - Prevent and protect children and young people from sexual exploitation.
 - Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of sexual exploitation.
 - Contribute to the identification, disruption and prosecution of perpetrators.

A copy of the All Wales National Action Plan for Tackling CSE is attached as Appendix 1.

8. Councils play a crucial, statutory role in safeguarding children, including tackling child sexual exploitation. However, they cannot do this alone. It needs the cooperation of the wider community and partner agencies. Councils can use their links with police, schools, health professionals, and community and faith groups to highlight the signs and ensure people know where to turn if they have concerns. Child sexual exploitation is a difficult and unpleasant subject to discuss, but having these conversations is crucial to stamping it out.

9. The experiences of Rotherham go to demonstrate the key role that the Leader of the Council, the lead Member for Children's Services, scrutiny committees and all Councillors have in questioning and challenging responses to CSE in their local area.

EXECUTIVE SUMMARY

1. This Inquiry took place between November 2015 and April 2016 and during this time, Members were working in a fast-moving, ever changing landscape around tackling CSE. This ranged from an improved drive and recognition of the issue across the Council, the work of key partners and other agencies, a raft of research and guidance, the implications of the Social Services and Well-being Act 2014, and most recently, the launch of an *“All Wales National Action Plan to Tackle Child Sexual Exploitation”*. At the same time, national media reported extensively on several issues related to CSE, including Rotherham, Savile and Operation Yewtree.
2. During this Inquiry, Members received evidence from a wide range of individuals and organisations that directly deal with children, young people and their families. In addition, Members considered a wide range of evidence and research undertaken across the UK, including the serious case reviews of high profile cases in areas such as Rochdale, Oxfordshire, Rotherham and Manchester.
3. Members concluded that it is critical to ensure that those children and young people subjected to CSE are **always** recognised as victims, despite the possibility that they may display a range of challenging negative behaviour, be disruptive, not want to engage, or display criminal behaviour. It should also be noted that legislation states that all children and young people under the age of 18 should be protected.
4. CSE has a devastating impact on children, young people and their families and it is the conclusion of the Inquiry Team that CSE should be a concern for **everyone**. CSE is largely a hidden crime, and raising awareness of this type of abuse is essential to preventing it and stopping it early when it does happen. Welsh Government has strengthened this by stating;

“One of the most important principles of safeguarding is that it is everyone’s responsibility. Each professional and organisation must do everything they can, to ensure that children... at risk are protected from abuse¹”.

5. The Inquiry has highlighted the need for whole-scale recognition of not just the issue within the City, but also the importance of having a range of initiatives and mechanisms in place to enable the wider public to also play a part in tackling the issue.
6. It is crucial that partners, practitioners and the wider public in general are equipped with the knowledge to recognise and report potential victims and perpetrators, as well as feed invaluable evidence to organisations, for example, potential “hotspots” in the City.
7. The Inquiry heard and read evidence that the approach (particularly in terms of language used) in any awareness raising and engagement with the wider community must be carefully considered. This is particularly so in relation to minority groups and how they are perceived. For example, at the beginning of the Inquiry, “Roma” communities were highlighted as a particular group being exploited, but the Inquiry concluded that children/young people in this group were no more vulnerable than any other child sharing similar wider socio economic circumstances to those within the Roma community. Therefore, they should not be stereotyped and “myths” about them allowed to be further communicated.
8. Looking further inward to the partners and other organisations involved tackling CSE, the Inquiry concluded that this issue should be viewed as a priority across all agencies, and a commitment to a holistic approach adopted, as it is critical that joined up, open and intelligence led work is undertaken, not only in tackling individual cases, but delivering wider, large-scale work. In addition, CSE should be joined up with other

¹ <http://gov.wales/topics/health/socialcare/safeguarding/?lang=en>

safeguarding children-related strands such as human trafficking, missing, forced marriage etc.

9. Only through an open, proactive dialogue across all agencies can the whole issue of CSE be tackled. No one agency should be viewed as “responsible”, with others passive in playing their part.

10. Linked with all of the above, the Inquiry concluded that central to all work going forward is ensuring everything being **victim-centred and victim-led**. This links with the principles set out in the Social Services and Well-Being Act 2014, which places the individual at the heart of their own decisions.

KEY FINDINGS

There were a number of key findings and conclusions arising from the Inquiry that could be drawn under a number of themed headings. These are as follows:

Cardiff Council's Strategic Approach to CSE

- KF1. The Inquiry concluded that there needs to be a real commitment across the whole Council to make sure that it plays a key role in this issue, and a need for further commitment at a higher level within the organisation.
- KF2. In order to ensure that the Council meets its part in the wider commitment in the Welsh Government National Action Plan to *“establish a strategic response to tackle CSE that reflects statutory guidance”*, Members concluded that an officer at, for example, Operational Manager level or above should have a specific responsibility to coordinate CSE issues at a strategic level, including being responsible for raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.
- KF3. During the Inquiry, Members did not receive any evidence that any “CSE Referral Pathway” system was in place, which would set out a clear and concise route of support and rehabilitation services and end-to-end care for those referred into the Council. This Pathway, if in place, could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

KF4. On 21 January 2016, Members undertook an in-depth review of the Cardiff & Vale LSCB Multi-Agency Draft CSE Strategy and a copy of the full response is set out in the “Background Evidence” section of this report. It concluded that the Strategy, at that time, required the following additional information:

- Key baseline data;
- Explicit references to governance and lines of accountability;
- Performance measures, including targets, costs and clear timeframes for review;
- Details of progress made to date; and
- Links to other key plans and strategies

Cardiff & Vale Local Safeguarding Children Board (C&V LSCB)

KF5. As stated above, the LSCB is the key strategic body in ensuring that children and young people who are at risk of, or subjected to, CSE are safeguarded against harm or abuse. The majority of the actions and outcomes required by the National Action Plan will be the responsibility of the LSCB.

KF6. Some witnesses to the Inquiry suggested that the C&V LSCB was a reactive body, waiting for national guidance to be imposed before taking action. Throughout the Inquiry, little reference was made about the C&V LSCB in organisations’ and partners’ dealings with CSE; where, in fact, Members felt that the work of the LSCB should have been more pivotal in taking this issue forward. Members also felt that this could have resulted in delays in driving forward and implementing key initiatives to ensure that children were being safeguarded against CSE, as well as driving forward the wider issues of awareness raising, training, developing a CSE Strategy, linkages with other strands of working etc.

KF7. Members also highlighted the situation in the Cardiff and Vale area, where the Chair and Vice Chair of the C&V LSCB were both Directors of Social Services. They felt this could present a risk to the objectivity of any reviews undertaken in their areas of work. Evidence suggested that Chairs from differing partner bodies were seen to be commonplace in other area LSCBs. An independent Chair could offer even more scrutiny and autonomy, as required in England under Chapter 3 of “*Working Together*” (2015).

Working in partnership (including information sharing)

KF8. Members were pleased to receive evidence that a Multi Agency Service Hub (MASH) developed in Cardiff had been launched (but not yet operational), and that this would further improve partnership working between agencies.

KF9. Members concluded that critical to its success was the need to operate as a positive, proactive strategic multi-agency working arrangement, ensuring the leadership of the MASH is effective.

KF10. Members acknowledge the major improvements made since the appointment of the CSE Lead Manager and the CSE Coordinator. They concluded that the responsibility should not just lie with them, but across the whole authority.

KF11. During the Inquiry, there appeared to be some anomalies between the evidence provided by the Council and other organisations in relation to arrangements for data sharing. Numerous witnesses agreed that training was needed, and that a clear guidance or protocol needed to be developed to address this. Whilst it was acknowledged that sensitive information cannot be disseminated widely, it was felt that positive working relationships across all partners should result in key data and information being made available for those working within this area.

Children's Services

KF12. Throughout the Inquiry, Members heard praise from all witnesses on the work the CSE Lead Manager and the CSE Coordinator had achieved to date. The improvements they have made, and continue to make to the operational aspects of CSE are to be highly commended. Members were concerned that these posts were fixed term contracts and felt that both of these posts should be made permanent.

KF13. However, some witnesses expressed their concern that the CSE Lead Manager and CSE Coordinator could not take forward the whole CSE agenda within the Council, and bearing in mind the scale and scope of the work required to tackle the issue in Cardiff, they should be supported more widely across the Service Area and beyond. Whilst the MASH will greatly assist them once operational, it was felt that currently, the weight of the success of this work rested heavily on their shoulders and that wider support from all stakeholders was required.

Referrals/Reporting CSE Allegations

KF14. Despite improvements to the process being made, witnesses identified issues remaining in their dealings with Children's Services. This appeared to be particularly apparent in referrals/reporting and advice for the 81 CSE related referrals presented to Children's Services between January and December 2015.

KF15. Members became aware that there seemed to be a "mismatch" of expectations between what the referrer anticipated would happen and what the Service could provide. For example, messages given to Members included:

- Inconsistencies in advice via the Children’s Access Point (CAP) desk;
- A lack of practitioner/referrer involvement in Strategy meetings;
- An apparent reluctance to take on cases;
- The need to provide “hard” evidence;
- Referrals not being “taken seriously”;
- Referrals not being dealt with in a “timely manner”;
- Joint referrals being made to give them added weight.

Overall, the witnesses felt that they have to fight hard to get Children’s Services to listen to what they are saying about clients and their experiences;

KF16. Whilst Members were aware that the MASH would operate a more joined-up approach, with a dedicated line and signposting into organisations, they wanted to flag up that these issues still existed under the current arrangements. Members also felt that every CSE referral should be assessed to ensure that all evidence is picked up, recorded and flagged, particularly where multiple referrals are made.

Awareness Raising and Training

KF17. Critical to the success of addressing and tackling CSE will be the need for a coordinated, well organised system of awareness raising and training initiatives that can be delivered to a wide range of audiences. This major piece of work is a requirement of the National Action Plan during 2016/17. Members were made aware of the training undertaken by the CSE Lead Manager and the CSE Coordinator, and again, this work needs to be commended. From witness suggestions, some initiatives could include:

- Coordinating a number of initiatives already in place, including:
 - SWIS (Safer Wales Inclusive Service) accredited learning
 - SERAF (Sexual Exploitation Risk Assessment Form) including online tools
 - Safeguarding training
 - Work of the CSE Lead Manager
 - Work of the Partnerships Manager

- Large scale/high profile campaign - hotspots, targeted work with vulnerable groups, bottom-up community engagement

- More targeted work with:
 - Schools
 - Foster Carers
 - Staff in children's homes
 - Providers of Council Services (Commissioning & Procurement requirement).

- Campaigns for children and young people, developed by young people, including:
 - PSHE (Personal Social Health & Economic) teaching materials – sexual health; healthy relationships etc.
 - Apps
 - Social media.

The Role of Schools

KF18. The Inquiry concluded from the evidence received that a major factor in minimising risk of CSE was the importance of ensuring children and young people remain in school, and acknowledges and commends the work that schools, mentors and youth workers undertake in facilitating this.

- KF19. Of particular concern to Members were issues in relation to elective home learning; reduced timetables etc. and “hidden” non attendance, and how these could contribute to increased risk to young people. There are currently no legislative powers to see/check a child who is being home educated.
- KF20. Members stated that it is critical that all parties work with schools to give them ownership of the issue, but provide the support (awareness raising, class materials and training) to enable them to act on managing disclosures. Examples of work within St. Teilo’s and Willows High Schools were cited as examples of good practice that could be rolled out across all schools in Cardiff.
- KF21. Witnesses suggested that training (for both staff and pupils) within this setting should be coordinated, covering Child Protection, CSE, forced marriage and radicalisation. This may be better done by partner organisations working with individual schools, including offering training facilitators for staff and pupils.
- KF22. Witnesses also expressed the view that a higher profile should be given to PSHE lessons and the issue of sex education and healthy relationships more generally. Evidence has shown that doing this could be very influential in preventative work and should be provided at the earliest opportunity (even at Primary level).

Prevention Work

- KF23. Members received evidence that concluded that there was a lack of preventative work and very few programmes available across the Cardiff and Vale area. The National Action Plan places a duty on the LSCB and partners to “*identify a range of preventative services*” during 2016/17, and witnesses cited the NSPCC “Respect and Prevent”

programme as an example of good practice in relation to CSE which needs to be considered by all partners.

Low/Medium Risk Intervention

KF24. Members received evidence that this is another area that needs to be reviewed to ensure that more options are available in tackling risk at an earlier stage. Members were informed that those who have been subject to significant harm as a result of CSE required an average of six months intensive help, and capacity is a major issue.

KF25. Linked to this, witnesses stated that, to date, it can take up to 12 months to get a referral to CAMHS (Child & Adolescent Mental Health Services) and this poses a significant risk of links breaking down, whilst waiting so long for referrals. Members were informed of a major restructure of CAMHS and this would go some way in greatly improving referral times, but there appeared to be no target date for the implementation of the restructure.

Post Trauma Support

KF26. Members heard that post trauma support was currently felt to be inadequate as, in many cases, significant mental health services are required. Witnesses informed Members of limited access to counselling services, but capacity and a lack of funding continues to be a major barrier for them.

KF27. In addition, there is also a lack of victim support services for clients once they have gone through the criminal justice system, particularly aftercare.

Vulnerable Groups

It is widely assumed that the majority of victims of CSE are young girls, but during the Inquiry, Members also considered other potential vulnerable groups and details of these are set out as follows:

Young Males

KF28. The Inquiry concluded after evidence from Barnardo's that, in terms of boys and young men, there is a need to acknowledge that 1 in 4 victims of CSE are male.

KF29. Members were informed that young males' behaviour can easily be categorised as 'just' low level criminal behaviour, thus the potential for CSE of young males is ignored. Additionally, males are less aware of where to go for help. Research also suggested that there could be a link between male victims potentially moving on to become facilitators or even perpetrators of CSE.

KF30. Evidence suggested that there was need to treat suspicions of male victims on a par with female and this needs to be publicised as a part of awareness raising and training.

"Roma" Children and Young People

KF31. The Roma community were highlighted as a potentially vulnerable Group in Cardiff, and this concern was therefore built into part of this Inquiry's terms of reference. Members heard from staff from the Council's Ethnic Minority and Traveller Advisory Service (EMTAS) about repeat referrals within this Group. Also there was an ongoing and serious issue regarding interpreters, who have little knowledge of the large number of languages spoken within the Roma community. This made case conferences difficult and is a major concern for staff within the Service.

KF32. During the Inquiry, Members heard that the Roma community were also concerned about the “westernisation” of their children..

KF33. A recent study undertaken in England² had revealed that, contrary to the “myths” surrounding Roma, these young people were no more likely to be at risk of CSE than any other group who had been subjected to similar socio economic vulnerabilities. Members were informed that Roma families often had a lack of basic funds and services, which made them vulnerable in terms of poor diet, poor living conditions, issues of special educational need (SEN) in their family, and a poor image of who they are and how they are perceived.

KF34. Due to this, international scale criminal organisations target newly arrived Roma and can exploit them on a number of levels – eg housing / landlords, slave labour, loan sharks and CSE.

² Research undertaken by Dan Allen, on CSE and Roma in North East England – yet to be published.

RECOMMENDATIONS

This inquiry was undertaken to investigate how the Council and its partners work together to respond to incidences of Child Sexual Exploitation (CSE) and meet the statutory duty to introduce a range of measures to tackle CSE in Cardiff.

During 2016/17, the Council and its partners (via the Cardiff & Vale LSCB) will be required to develop and implement a challenging programme of work via the ***All Wales National Action Plan to tackle CSE***. Many of the key activities and actions that would have been recommended by Members arising from this Inquiry are covered by the Action Plan, and therefore, the following recommendations aim to complement and enhance this work.

Please note that the recommendations below do not cover every aspect of the key findings highlighted in the previous Section due to the specific requirements of the National Action Plan, particularly in the areas of:

- Child Sexual Exploitation Strategy (KF4)
- Solutions to Low/Medium Risk Intervention (KF23)
- Services in relation to Post Trauma Support (KF26,KF27).

These three issues are likely, however, to be factored into future scrutiny activity as appropriate.

It is recommended that the following recommendations are commended to the Cabinet and the Cardiff & Vale LSCB for their consideration, and that an Action Plan be developed and form part of a Cabinet response to this Scrutiny Inquiry by the 31 August 2016, unless otherwise stated.

Recommendations to the Cabinet:

It is recommended that:

The Council's Strategic Approach to CSE

- R1. A CSE Referral Pathway be developed, which will set out clear and concise route of end-to-end care for those referred into the Council. This Pathway could also be used as a tool across a range of activities to promote a clear, consistent message across all practitioners, partners and the wider community.

Supported by Key Finding KF3

- R2. An Officer at Operational Manager or above be made responsible for CSE, and their job description to include a range of responsibilities including raising awareness of CSE across the Council, playing a role in making strategic linkages, pooling resources, linking with the LSCB on strategic issues, reporting to Cabinet and Scrutiny Committees and ensuring that systems for referral, support and rehabilitation within the Council are fit for purpose.

Supported by Key Finding KF2

Working in Partnership/Information Sharing

- R3. After 12 months of operation, a survey be carried out amongst all partners and practitioners to gauge the effectiveness of the Multi Agency Safeguarding Hub (MASH) in Cardiff and also improvements in partnership working and information sharing.

Supported by Key Findings KF8 – KF11

Children's Services

- R4. Members would like to commend the work carried out to date by the CSE Lead Manager and CSE Coordinator and that our thanks and the thanks of the many witnesses who took part in the Inquiry be passed on to them. It is also recommended that these posts be made permanent.

Supported by Key Findings KF12, KF13

Referrals/Reporting CSE Allegations

- R5. That Children's Services review the way that it deals with incoming CSE referrals as detailed in KF15. This is to meet the commitment required by the National Action Plan to *"support the identification of CSE and enable a timely range of appropriate responses"*.

Supported by Key Findings KF14, KF15

- R6. Ongoing training be given to social workers to ensure that consistent, professional, timely advice is given to everyone who makes a referral to Children's Services. Linked to this, wider training outside of the organisation (particularly to schools) should form part of the wider training programme to empower individuals and organisations to intervene at lower levels and therefore assist in reducing the number of referrals being made via the CAP Desk.

Supported by Key Findings KF16, KF17

Awareness Raising and Training

R7. A strategic, coordinated awareness raising and training programme be developed with input from all partners. Whilst it is acknowledged that the CSE Lead Manager and CSE Coordinator are currently engaged in CSE training with social workers and practitioners, further work needs to be planned, developed and implemented. This should include the coordination of current materials that could be used as part of the programme. The programme should include mechanisms for delivering a large scale campaign across the City, and also more targeted awareness raising and training to include vulnerable groups, community groups, schools' training, those engaged in the night-time economy, foster carers, staff in children's homes and those engaged in providing council services via the commissioning and procurement process.

Supported by Key Findings KF17, KF28-30, KF31-34

R8. It is also recommended that a programme of campaigns for children and young people is developed by young people, to include PSHE teaching materials, social media, development of apps, etc. The wording of all material should be very carefully considered not to stereotype victims, and materials should also pay particular attention to boys and young men who were identified as a particular "hidden" group.

Supported by Key Findings KF17, KF28-30, KF31-34

The Role of Schools

R9. That the LEA (Local Education Authority) conduct a risk assessment of those not in mainstream education, and that the results of this risk assessment be reported to the C&V LSCB and to the Children & Young People Scrutiny Committee. Members were particularly concerned about the potential risks inherent in children undertaking alternative curriculum and home schooling. Whilst it is recognised that the LEA does not have statutory responsibility to account for those children and young people, an idea of the scale of the issue and potential “risks” should be assessed.

Supported by Key Findings KF18-19

R10. It is also recommended that the Education Department play an active role in the awareness raising and training programme for schools. The proactive and positive work undertaken by Willows High School and St. Teilo’s High School should be included within the programme.

Supported by Key Findings KF20-22

Low/Medium Risk Intervention

R11. It is recommended that a report on the restructure of the CAMHS service be factored into the work programme of the Children & Young People Scrutiny Committee for consideration at a future date.

Supported by Key Findings KF24-25

Recommendations to the Cardiff & Vale Local Safeguarding Children Board

R12. Whilst it is recognised that the LSCB is not accountable to the Council, it is recommended that the Cabinet requests that C&V LSCB make a commitment to report to Cabinet and the Children & Young People Scrutiny Committee on progress towards achieving the All Wales National Action Plan, and commit to submitting, for information annually, progress against the Multi Agency CSE Strategy.

Supported by Key Findings KF 5 – KF7

R13. It is also recommended that the LSCB should review whether the current governance structure enabled robust scrutiny of the organisation and consider the need for an independent Chair.

Supported by Key Finding KF7

BACKGROUND EVIDENCE

What we know about CSE in Cardiff and how we will make sure we understand the scale of the problem³

From January to December 2015, 3741 referrals were made to Children's Services and of these 81 referrals where there was a concern regarding CSE. Of those 81, 79 processed to initial assessment.

Breakdown of who refers cases – where do they come from?

Source of CSE referral	Total	Total % (based on 81 CSE referrals)
Family, friend or neighbour	1	1
Local Authority's own Social Services Dept.	17	21
Other Agency	4	5
Other Departments of own or other LA	4	5
Police	31	38
Primary health / Community health	3	4
School	20	25
Secondary health	1	1
Grand Total	81	100

Number of multi agency/STRAT meetings by month:

Month	Jan to Mar	Apr to Jun	July to Sep	Oct to Dec	Total
Number of CSE STRAT meetings	0	14	40	49	103

³ Information received by Children's Services, January 2016

Characteristics of those vulnerable to CSE

- Poor family relationships – excluded families, single parents
- A history of being in care – not just young people, but their parents
- Drugs/alcohol problems
- Lack of money/poverty
- Family expectations/perceptions – *“it happened to me, therefore its going to happen to my children”*
- Additional learning needs – both young people and their families
- School experiences – particularly girls who have indicated they had a positive primary education, but secondary school is a problem
- The critical importance of keeping children and young people engaged with school

Case Studies are set out in Appendix 2.

The following Background Evidence aims to give a snapshot of the information and data received during the Inquiry. Copies of the full notes are available on request. Witnesses have been anonymised.

THE CULTURE IN CARDIFF IN RELATION TO CSE

1. Requirement of National Action Plan 2016/17

- SCBs and partner agencies assume CSE is present and have identified children and young people subject to or at risk of CSE as a shared priority
- SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people including those at risk of CSE and challenge practice shortfalls
- SCBs and partner agencies act to make Wales a hostile place for perpetrators of CSE and empower children and young people to make positive choices

2. Evidence received during investigation

High Profile Cases:

3. Attitudes of professionals towards victims was to describe them as 'undesirable', 'deviant' or 'promiscuous' and not worthy of protection (Rotherham)
4. Changing cultural attitudes – shifting attitudes from blaming children and young people to recognising them as victims, regardless of how they behave, dress etc; altering perceptions between girls and boys and tackling the sexualisation of children (Manchester)
5. Research/Policy/Guidance documents considered included:
 - Alexis Jay OBE - Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 – 2013 (August 2014)

- Oxfordshire Safeguarding Children Board - Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (February 2015)
- Ann Coffey, MP - Real Voices - Child sexual exploitation in Greater Manchester (October 2014)
- Welsh Government National Action Plan To Tackle CSE In Wales (March 2016)

Meeting 3 – Third Sector/Front Line - 23 February 2016

6. The Group agreed that in all areas, there needed to be recognition that CSE is an issue and is happening. Children and young people at risk or vulnerable to CSE would display a range of challenging negative behaviour, be disruptive, not want to engage, or display criminal behaviour.
7. Many of the young people may not feel they will be believed, listened to, or recognise that they are being abused.
8. For example, it was suggested that, in some cases, schools would probably prefer NOT to have children and young people displaying negative characteristics in school.
9. The Group stated that a cultural shift in the way Roma are perceived needs to be addressed. Even at national level, many times the term “gypsy” is still used and this is seen as a pejorative term amongst large numbers of these communities.

COUNCIL'S STRATEGIC APPROACH TO CSE

10. Requirement of National Action Plan 2016/17

- SCBs and partner agencies have established a strategic response to tackle CSE that reflects statutory guidance and aims to prevent and protect children from abuse.
- SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people
- SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people

Evidence received during investigation

High Profile cases:

11. Rotherham

- No clear leadership and no consistent approach to addressing CSE and many professionals were not aware of the procedures
- Poor Performance Management and Quality Assurance
- No systems in place for agencies to learn lessons from serious CSE cases in which children had been failed
- Recruitment/retention of staff
- Insufficient budget and resources; specifically cutbacks in the Youth Service; resource priority given to protection of younger children
- Denial of the existence of sexual exploitation by Senior Officers and Elected Members
- Restructure of social work services impacting on frontline practitioners focus and diverting attention from core function of child protection
- Patriarchal, macho and bullying environment and culture

12. Research/Policy/Guidance documents considered included:

- W.A.G. Supplementary Guidance – Safeguarding Children & Young People from Sexual Exploitation
- All Wales Child Protection Procedures Review Group – Safeguarding and promoting the welfare of children who are at risk of abuse through Sexual Exploitation – All Wales Protocol
- Cardiff Local Safeguarding Children Board – Children & Young People Abused Through Sexual Exploitation – Protocol & Procedure
- Local Government Association – Resource Pack for Councils – December 2014

Meeting 3 – 3 March 2016

13. The witness stated that, in her experience, most CSE follows a “pattern of vulnerability” – a culture of exchange. A vulnerable child will be offered friendship, love, accommodation, drugs, alcohol etc, which develops over time with the perpetrator moving from coercion to manipulation.

14. It was asked whether there were enough resources to deliver everything in the Strategy. The answer was “yes”. The Police have dedicated more and more resources to this issue; the local authority had appointed The CSE Lead Officer, whose post was initially temporary but being made permanent. Considerable other resources were also put in place in terms of coordination; having processes in place to report; improved assessment of cases; and accountability.

15. The witness stated that benchmarking; review of processes etc. will be undertaken and was backed up by a witness stating that, in relation to this issue, partners were on board and the right culture was in place.

16. The Lead Officer’s priorities were:

- Supporting people working with CSE in Children's Services
- Improving practice at the "front door" – the CAP Desk
- Protecting those leaving care and/or those who are 18+
- Supporting practitioners across the board
- Training – ensure that this complies with guidance
- Using Community Services – drawing partners together into a Team; giving other agencies confidence to intervene themselves etc.

17. Members asked whether staff in youth centres would receive training. The witness stated that training was currently at the first stage, with staff in Children's Services but youth centres were part of the longer-term plan.

18. The witness took the opportunity to state that Cardiff is working towards being a standard bearer in relation to CSE and is working proactively in addressing this issue.

Meeting 6 – 15 April 2016

19. The witness is currently working with Cardiff Uni on pathways into prostitution/ sex work – most on-street workers in Cardiff have a social care home background and involvement from Children's Services but there is no appetite from Children's Services to do this work – she is having to battle to achieve it.

20. The witness stated that she is having the same experience as a few years ago with regard to work to tackle CSE– no joined up thinking, not knowing where to refer people, no understanding of the implications re CSE, lack of resource for those at risk and those experiencing CSE. They have a high number of cases that they are currently holding that they do not know where to refer to – concerns that this will lead to death.

21. The witness explained that the team know of hotels/ hostels/ bars where young people go and they think it is ok when it is in fact CSE. Members asked whether there was contact made with these venues to use their

intelligence about what is happening. The witness explained that this is not currently happening due to a lack of a strategic approach to tackling CSE and hopefully, the new CSE strategy should assist with this.

22. One witness felt that the main issues facing tackling CSE in Cardiff are: need for leadership; need for LSCB to make strategic linkages and take on role of ensuring systems for referral, support and rehabilitation are fit for purpose; need to pool resources and ensure a richer offer for victims.

CSE STRATEGY

23. Requirement of National Action Plan 2016/17

- CSE is considered as part of any risk management process /mechanisms

24. Research/Policy/Guidance documents considered included:

- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
- Bristol LSCB – CSE Strategy – 2015
- Newcastle Multi-agency Sexual Exploitation Strategy - 2015-2018
- Nottingham LSAB & LSCB - Safeguarding Children and Young People from Sexual Exploitation, Interagency Practice Guidance, 2015

Evidence received during investigation

Meeting 2 – 21 January 2016

25. Members received the draft CSE Strategy at meeting 2 on the 21/01/16. In addition to detailed consideration of the Strategy document, Members compared it with other CSE Strategies and the LGA CSE resource pack for councils.

26. Members sent a detailed response to the Deputy Leader with their comments on specific parts of the Strategy, but requested the following be included in the Strategy:

- Key baseline data;
- Explicit references to governance and lines of accountability;
- Performance measures, including targets, costs and clear timeframes for review;
- Details of progress made to date; and
- Links to other key plans and strategies

The draft CSE Strategy will be considered by Cabinet on the 19 May 2016.

Meeting 4 – 3 March 2016

27. The witness stated that the emerging CSE Strategy set out the current position in Cardiff; and a picture was emerging on the situation in Cardiff, with a data gathering and information gathering exercise currently underway. They also announced that a Ministerial Announcement had been revealed earlier that day setting out a National Action Plan to tackle CSE in Wales. Copies were distributed to Members of the Task Group. They stated that the National Plan would give the Cardiff CSE strategy added dimension.

28. The witness updated the Group that the multi-disciplinary team had been established, and that Team's functions were based on the "Four Ps" – Prepare; Prevent; Protect; and Pursue. They stressed that work on CSE MUST be based on "evidence not fear".

Meeting 6 – 15 April 2016

29. The witness stated that she has not seen a CSE strategy or been involved in developing one. Another witness stated that we need both an internal

CSE strategy for Children's Services and a multi-agency CSE strategy that incorporates the internal strategy and also covers Police, partnership working, tackling CSE in the Night Time Economy etc.

CARDIFF AND VALE LSCB

30. All actions and outcomes required to achieve the National Action Plan should be undertaken by the LSCB.

Evidence received during investigation

31. High Profile Cases:

Rotherham

- Safeguarding Board not fulfilling its scrutiny and challenge function.

32. Research/Policy/Guidance documents considered included:

- House of Commons Communities and Local Government Committee: Child Sexual Exploitation in Rotherham: some issues for Local Government (18 November 2014)
- Guidance On Safeguarding, The Social Services And Wellbeing Act 2014 (March 2016)
- Cardiff & Vale LSCB – Annual Progress Report 2014/2015
- Cardiff & Vale LSCB – Business Plan 2015/16
- Cardiff & Vale LSCB Draft Business Plan 2016/17

Meeting 4 – 3 March 2016

33. The witness told the Group that, from April 6th, the LSCB was under a different strategic footing, in meeting its responsibilities under the Social Care & Wellbeing Act. He stated that the C&V LSCB follows the footprint

of Health (ie. Cardiff and the Vale of Glamorgan) and was responsible for the safeguarding of both adults and children. He alluded to the National CSE Action Plan that had been launched and how this would also impact on the LSCB's work.

34. Members then asked whether the high profile cases in areas such as Rotherham had impacted on the LSCB's approach to CSE – what lessons could be learned? The witness agreed that it had drawn out issues such as the effectiveness of Children's Services in those areas, and also the LSCBs not working well enough in terms of its focus. The witness assured the Group that with the All Wales Procedures and Protocols, the SERAF Framework and Strategy meetings, there was a common and structured approach to tackling CSE, not just in Cardiff, but across Wales.

Meeting 6 – 15 April 2016

35. The witnesses felt that the main issues facing tackling CSE in Cardiff are: need for leadership; need for LSCB to make strategic linkages and take on role of ensuring systems for referral, support and rehabilitation are fit for purpose; need to pool resources and ensure a richer offer for victims.

36. The witnesses felt that the LSCB seems to be little more than a talking shop, defensive of the current position and not focusing on making things happen.

37. One witness stated that she has discussed her concerns about the LSCB to other practitioners, such as A&E, YMCA, EMTAS, SWIS project etc., and they share her concerns; she is not sure why there is a reluctance to voice these concerns.

38. One witness took key messages to LSCB regarding research into missing children in Cardiff – the fact that there is no system in place, the processes are not fit for purpose and there are no support and referral system – but the LSCB did not want to hear the evidence, were dismissive of her,

defended the status quo and would not take on board the messages she was giving them. She thinks that fundamental change is needed at the LSCB. She stated that she sought the backing of the LSCB to carry out an audit of cases that had been 'closed/ no further action' to see what happened to the child involved – this was not supported by the LSCB and particularly not by Children's Services.

INFORMATION SHARING/WORKING IN PARTNERSHIP

39. Requirement of National Action Plan 2016/17

- SCBs and partner agencies contribute to a national shared dataset informed through local evidence and intelligence to improve understanding, profiling, and response to CSE
- SCBs and partner agencies have identified the range of services available /needed, to help those children and young people affected by CSE, in their locality
- Crown Prosecution Service, Police and partners to work collaboratively to deliver quality and timely investigations that meets the needs of the victim and brings abusers to justice
- Identifying and dismantling organised crime groups targeting and exploiting children and young people in our communities
- Welsh Police Forces to work with partner agencies to identify and disrupt perpetrators targeting young people in our communities

40. Evidence received during investigation

High Profile Cases:

Rotherham:

- Information sharing was poor, some professionals were working as individuals and Strategy meetings were not being called by children's social care; disputes between agencies were prevalent.
- The 'mapping exercise' undertaken by youth workers that cross-referenced a large amount of data on victims and perpetrators was not well received by the Police. No charges were brought against alleged perpetrators, nor was any investigation undertaken.

Meeting 3 – Third Sector/Front Line - 23 February 2016

41. The issue of information sharing was discussed amongst the Group. One witness stated that sharing of information was still a problem, particularly with relation to Under 18s. They gave an example of requesting information from within the Council, and she felt that, whilst the person she was requesting the information from wanted to give it, that they didn't, as they were unsure whether that this would breach data protection.
42. The Group agreed that the "Data Protection vs. Information Sharing" issue was a key barrier to moving forward on tackling CSE. Numerous witnesses agreed that training was needed, and that a clear guidance or protocol needed to be developed to address this, to give individuals a greater understanding and "permission" to be able to release information when requested.

Meeting 3 – Partners - 23 February 2016

43. Witness reported that improvements are being made in terms of sharing and mapping.
44. The Group agreed that "multi-layered" intelligence was needed, not just in terms of individual children/young people, but details of "hotspots" around the City.

45. Within Health, they have experienced problems with information sharing from GPs, and that all nurses, with the exception of Sexual Health, used a shared information system (PARIS) which enabled information sharing across the Service.
46. In terms of perpetrators, the Probation Service cross reference information and intelligence with the Police in order to prevent and disrupt perpetrators. They also stated that, in terms of victims, Probation shared information via the LSCB.
47. The Police hold regular reviews within the Force, and attend SERAF and STRAT meetings. They stated that an information sharing tool has been developed, and that close partnership working with Barnardo's CSE, Triage and YOS had resulted in regular debriefs and a much more effective way of working. Importantly, SW Police Management Team was committed to this, and provided direction.

Meeting 3 – EMTAS - 23 February 2016

48. Lack of data was a major issue for EMTAS Staff, not just within the Council, but more widely, with national data not providing the level of detail they needed. EMTAS ascribed that there were approximately 550 Roma children in Cardiff schools.
49. They are unaware who stores “lower level” information that would help them in their work.
50. They stated that the recognition of vulnerabilities of Roma girls continues to be a problem, particularly those who go missing, and trying to find their whereabouts is extremely difficult.

Meeting 4 – 3 March 2016

51. Re information sharing, the witness took the Group through the process; namely that under the All Wales Protocols and Procedures, individuals/organisations who find evidence of CSE “are obliged to report” their evidence. Whether reported via SERAF or phonecall to the CAP Desk, the social worker will make a judgement, based on Section 47 (Children’s Act 1989) and if enough evidence is in place to take the case forward, it would be allocated to a Social worker and taken forward.
52. The cross over of information sharing would happen at a Strategy meeting, but outside of this, they are not obliged to share detailed information back to (say) the third sector.
53. Members explained that the meeting with the third sector had uncovered the issue of them providing “hard evidence” to Children’s Services. They stated that, on many occasions, they would either observe a situation that they felt put a young person at risk, or receive information/evidence that would raise enough concern to warrant, in their view, a referral. The witness stated that the CAP Desk was there to provide advice on what could be done with the evidence. All referrals are recorded on the Care First system and that all referrals were logged and audited and would pick up multiple referrals on an individual.
54. Members raised the issue of acting on information the Council receives. The witness explained that, in the majority of cases, the Police were responsible for following up allegations/incidents and they then refer them into Children’s Services. Members stated that there could possibly be a misunderstanding of who is responsible. The witness stated that the CSE Strategy makes it clear of what to expect and how to report; along with training that is in its early stages but will be rolled out.

Meeting 6 – 15 April 2016

55. The witness highlighted that partners and agencies know that strategic multi-agency working can be successful as they are doing it for the 18+ age group, including students; this side is working and it could be mirrored for younger people age group. Another witness agreed, stating that Substance Misuse work used to be fragmented but has been restructured and is now not so silo based, which proves it is possible to change and improve.

REFERRALS/REPORTING ALLEGATIONS

56. Requirement of National Action Plan 2016/17:

- SCBs and partner agencies have established operational arrangements and practitioner tools to support the identification of CSE and enable a timely range of appropriate responses

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

57. The Group discussed issues around referring evidence they received on a victim and/or perpetrator. They stated that, on many occasions, they would either observe a situation that they felt put a young person at risk, or receive information/evidence that would raise enough concern to warrant, in their view, a referral. However, if a referral had been made, this had not been actioned or followed up, as the referral had not contained enough “hard” evidence.

58. The Group agreed that a shift from “hard” evidence based working was needed in these circumstances. When a referral is fed into Children’s Services, this should be actioned. The witness stated that a systematic shift in the way Social Workers think is underway.

Meeting 3 – Partners - 23 February 2016

59. Partner organisations all agreed that this had improved recently, but also stated that, in the past, this had been an issue. A witness stated that he felt that referrals were not taken seriously, or dealt with in a timely way.

Meeting 3 – EMTAS - 23 February 2016

60. EMTAS stated that they have had problems in reporting and referring cases into Children's Services. They felt that, in their experience, only "strong characters" who pushed for progress and questioned social worker decisions found they made progress.

AWARENESS RAISING AND TRAINING

61. Requirement of National Action Plan 2016/17:

- SCBs and partner agencies are active in informing all members of the community of the role that they can play to make the community safer from CSE
- SCBs and partner agencies ensure that the risk and impact of CSE forms part of safeguarding training for all staff, this includes awareness raising (including about those at greater risk of CSE as a result of their vulnerabilities), warning signs and the responsibility to report and respond to concerns

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

62. The Task Group heard of a number of initiatives that are in place. For example, SWIS – accredited learning, including healthy relationships; and SERAF online tools.

63. Whilst discussing schools, the Group suggested that a centralised, single training and awareness programme be developed. One witness suggested that the safeguarding training offered to youth workers could be rolled out. Another witness signposted the Group to an example of good practice – St. Teilo’s School have taken a proactive approach in recognising and tackling this issue.

Meeting 3 – Partners - 23 February 2016

64. The witness informed the Group that the SERAF framework is widely used across Health, including GUM clinics and by School Nurses. Another stated that the Nurse within Youth Offending Service also use SERAF, so this was seen as the standard framework to use across the Service.

65. As well as accessing children and young people earlier in school (see later), it was also suggested that technology be developed with young people via Apps etc. to raise awareness, use for preventative purposes etc.

66. One witness stated that, in her experience, Foster Carers needed training and education to spot the signs and symptoms of CSE, to enable them to work with the children and young people in their care, and dealing with the behaviours they may display.

Meeting 6 – 15 April 2016

67. The witness explained that need those working with young people to understand what a healthy relationship is so that they can explain it to young people and look for signs that they are in unhealthy relationships.

68. They also highlighted that there should be more training for staff in care homes, residential care etc. so that they are alert to CSE and how to

respond appropriately. This training should be a requirement in commissioning and procurement documentation.

THE ROLE OF SCHOOLS

Evidence received during investigation

Meeting 1 – 18 November 2015

69. Members stated that the role of schools and education were key in the prevention of CSE. Children who may not ordinarily be identified as at risk could be detected by teachers, peers, school nurses and other professionals in this area. In addition, Members were aware that CSE could be taught via Personal Social Health Education (PSHE) lessons.

70. The CSE Task & Finish Group wished to ask witnesses what could be done to keep children and young people in school, to ensure that they do not drop off the radar.

Meeting 3 – Third Sector/Front Line - 23 February 2016

71. All witnesses agreed that keeping children in school was critical in ensuring vulnerability and risk was minimised.

72. A witness from the Youth Service stated that a 5 stage system is in place to monitor children and young people whose attendance drops below 85%, from Years 6 - 11. At Stage 3, they are referred to Education Welfare Officers (EWOs). EWO's work hard to get children back on track, but many do not want to engage and this is a long process.

73. Attendance and the range of schooling was discussed widely amongst the Group, as being a key linkage to risks of CSE. Elected home learning; reduced timetables etc. and the issue of "hidden" non attendance were discussed. The Group agreed that mechanisms to check and review the

effectiveness of this type of schooling were needed. The Group agreed that the post 16 group were particularly vulnerable, being more likely to be left home alone.

74. A witness stated that the significance and “ownership” that CSE exists needs to be made to schools, along with the support they will need to deal with it. BBT stated that individuals in schools currently find this incredibly difficult – particularly knowing how to manage a disclosure.

Meeting 3 – Partners - 23 February 2016

75. The CSE T&F Group pressed further in relation to what could be done to improve schools being a catalyst in recognising and reporting CSE. It was agreed that there needs to be a “whole school approach”- a shift in culture. It was agreed that schools are incredibly pressured and busy places, with little time and resources to focus on this issue.

76. One witness stated that dealing with schools is one of the most difficult issues they have. The children are viewed as “undesirable” and there is often a “battle” to get these children and young people into a school.

77. In terms of preventative working, the Group agreed that there was a need to access children at a much younger age in school. They felt it was disappointing that the profile and regard for PSE lessons appeared to be very low – they felt that sexual education and other preventative programmes could be delivered via this method, but it needed to be taken seriously. They suggested that Youth Service or the 3rd Sector who specialised in delivering lessons on sexual health, awareness-raising of CSE, healthy relationships should be brought in to undertake this work.

78. The Group agreed that there was a need for a whole school culture change to enable CSE to be recognised and dealt with effectively. They also stated that it was disappointing that PSE is not recognised as important in schools

79. The Group also agreed that checks on those children who have elective home education needed to be made, as well as checks on religious schools which do not provide full-time education and where no checks are made. The importance of keeping records (though not legally required) should be strongly encouraged.

80. The Group stated that the majority of the children they deal with are in school.

81. Linked with schools, the Group stated that training within this setting should be coordinated, covering Child Protection, CSE, Forced Marriage and radicalisation.

Meeting 4 – 3 March 2016

82. The witness responded by informing the Group that the local authority doesn't have any powers to see/check a child who is being home educated. There are no powers via legislation in England and Wales, and this was unlikely to change, despite the recent high profile Pembrokeshire case. There is also a strong lobbying community on this issue, who have had significant impact in keeping legislation as it is.

83. They explained that "centres", "private" or religious schools which operate on a part-time basis are not required to register as an independent school. They drew the Group's attention to a current Wales Government consultation on the registration and risk-based inspection of certain out of school education settings, which closes the beginning of April.

84. They explained that any child on a reduced timetable should only be on one short-term. They also explained the role of the Fair Access Panel, and it was requested that Members receive some numbers and further information on this.

85. Update – Information requested, response received as follows:

There are currently 140 children and young people who are receiving tuition from the LA and who are on a reduced timetable (as at early March 2016). Schools will also have pupils on a reduced timetable but the LA does not keep a register of these pupils. As explained there are a number of reasons why they would be in receipt of LA tuition which include; having health or exceptional circumstances, whilst statutory assessment is being undertaken, year 11 pupils coming into the LA too late in the year to join a school roll, or because they have been managed out of schools due to behaviour or serious incidents. I referred to this last category as being on the ‘Hard to Place ‘ panel but due to negative connotations around the name, it is now known as the Managed Admissions panel and there are 26 young people currently being sought a new school or PRU place via this.

86. Members asked whether EWOs shared information with street based teams. The witness responded that this did not happen, and under the Children Missing from Education Policy, clear reporting structures were in place.

87. The witness stated that, within Youth Mentoring Services, weekly meetings were held to discuss all children who were hitting or already past Stage 3 of the School Attendance Framework. It is at this stage that they would be allocated a Youth Mentor.

88. One witness then informed Members of the “truancy sweep” that had been planned to take place in December 2015. The Police cancelled this particular sweep, and it is unlikely that this work will be done again in the future, due to capacity with numbers of EWOs scaled down.

Meeting 6 – 15 April 2016

89. The witness talked Members through the audit of Missing Children from Willows High School that she had asked the partnership analyst to

undertake. This focused on children not attending school – attendance rate of 80% or lower – and cross referenced with Police, A&E and Children’s Services data to see if the children were known to them. The results showed that non- attendees were more vulnerable to exploitation, with high rates known to the Police and attending A&E. Of the 107 children in the sample, 75% matched to the Police NICHE system and 26 of the 107 matched to A&E data (all of these were also on the Police NICHE system). 71% were known to Children’s Services, with 21% being open cases. There were 49 females (18%) and 58 males (38%) who were not known to Children’s Services.

NEW WAYS OF WORKING (INCLUDING MASH)

90. High Profile Cases:

Manchester:

- New ways of working – pooling individual budgets; involvement of wider community, third sector, young people and councillors; appoint a CSE Champion for the area; cross boundary working

Evidence received during investigation

Meeting 3 – Partners - 23 February 2016

91. The Group agreed that, in their opinion, a range of practitioners should be working in a single multi agency setting, where they were able to work more efficiently and effectively together, using a shared information system – a more integrated way of working, working around the needs of the child.

92. They agreed that MASH has gone some way to address this, but it also risks “silo” working.

Meeting 6 – 15 April 2016

93. The witness stated that very recently, with the employment of the CSE Lead Manager and CSE Coordinator there has been a positive improvement – she has noticed a huge difference – they are coming to bi-monthly multi-agency meetings at the SARC and this has helped the other professionals sitting around the table as it has given a route into Children's Services. These professionals include: Police, Health, SARC as well as third sector agencies. It helps because professionals know that Children's Services involvement will mean that the children will be held securely – without their involvement, there is a limited amount that the other agencies can do on their own or together, whereas Children's Services can bridge the gaps. All agreed that things have improved recently in Children's Services.

94. One witness stated that the MASH in Cardiff should be positive – she is concerned that it is initially focusing on CSE as it should be safeguarding per se but she still sees it as a positive move to establish a MASH. The key will be to ensure the leadership of the MASH is effective, gluing disparate teams together into one unit, rather than having people co-located but working in little silos still.

95. They highlighted the project established by St Teilo's school in partnership with Barnardos- a worker is based in the school and picks up the issues there. Whilst the project has been set up in response to issues with referrals to Children's Services, which is not good, it is a useful example of a school being proactive.

PREVENTION WORK

96. **Requirement of National Action Plan 2016/17:**

- SCBs and partner agencies have identified the range of preventative services to support those at risk of CSE in their locality

Evidence received during investigation

Meeting 3 – Partners - 23 February 2016

97. One witness stated that there was a lack of preventative work and very few programmes available. Another indicated that the NSPCC “Respect and Prevent” programme be part of STRAT.

98. Witnesses indicated that the SERAF 1-1 service was very expensive.

LOW/MEDIUM RISK INTERVENTION

Evidence received during investigation

Meeting 1 – 18 November 2015

99. Members agreed that, whilst mechanisms were in place for high risk very vulnerable children, they wished to establish what is in place to keep checks on mild-moderate risk children – how do we monitor their risks (to prevent any move towards higher risks) or indeed prevent them from falling under the radar?

Meeting 3 – Third Sector/Front Line - 23 February 2016

100. Whilst it was agreed that, at the higher levels of risk mechanisms were in place, mechanisms for lower levels of intervention were needed. Some of the key issues in relation some preventative measures that could be implemented are highlighted elsewhere in this document, but other discussion points were as follows:

101. The Group agreed that the issue of mental health and additional needs to be addressed. One witness stated that there are simply not enough resources, and that it can take up to 12 months to get a referral to

CAMHS. Due to the problems with getting people engaged in the process, many times, links tend to break down.

102. Another stated that, in his area of work, helping the whole family to cope better as a unit would go a long way in preventing putting children at risk.

103. The realignment of the Youth Service would also result in resources being more focussed, and assist greatly in being proactive, supporting schools through mentoring etc.

104. One witness also stated that the role and profile of the school nurse should be increased in this issue, as this would be another avenue in spotting any signs of abuse, as well as a trusted person to talk to.

Meeting 4 – 3 March 2016

105. Members asked about what systems were in place for earlier identification and intervention. The witness retorted that as well as communities being more switched on and reporting earlier, the CSE Strategy also has a comprehensive awareness raising campaign, which will include children.

106. Members then referred to issues relating to CAMHS, stating that the session with the third sector had uncovered that it could take up to twelve months to get a referral. The witness informed the Group that there had recently been significant progress in relation to CAMHS, where Cwm Taf Health Board had been commissioned by the Cardiff & Vale UHB to create a new early intervention CAMHS. It will be a bold and challenging new approach, but it is anticipated that this new approach will improve this service dramatically. It has not “hit the ground” yet, but this is due.

POST TRAUMA SUPPORT

107. **Requirement of National Action Plan 2016/17:**

- Increased understanding of the needs of young victims and witnesses of CSE giving them a voice, ensuring they are treated fairly, sensitively and in an age appropriate way

Evidence received during investigation

108. **Research/Policy/Guidance documents considered included:**

- NSPCC – **“Getting Help – What Children Tell Us About Accessing Services After Sexual Abuse”** (2016)

Meeting 3 – Third Sector/Front Line - 23 February 2016

109. The Group agreed that, at present, this was inadequate and that, in many cases, significant mental health services are required. One witness reported that, on average, each victim would require an average of 6 months of intensive help. Capacity is a major issue.

Meeting 6 - 15 April 2016

110. One witness explained that they are trying to do things themselves given the lack of services in Cardiff, such as setting up limited counselling service with Barnardos.

111. One explained there is a lack of victim support services for clients once they have gone through the criminal justice system – there is a lack of aftercare.

112. Another witness explained that there is a lack of support and rehabilitation services so cannot deal end to end with clients; whilst there have been improvements at the front end there have been no improvements later on in the system and these are needed. There is a need to build capacity re on-going victim support.

113. The witnesses shared a copy of the NSPCC's CSE support and rehabilitation framework. This breaks tackling CSE into 4 strands – prevention, immediate risk, current CSE victims, and recovery. For each strand, there is a menu of activities that should be in place and a list of the types of professionals that should be involved. The NSPCC offers free support to organisations to map their service provision, although there is a waiting list for this service given demand levels. The mapping helps, as it identifies gaps but also helps to clarify what is available and how to refer to available services.

VULNERABLE GROUPS

114. Research/Policy/Guidance documents considered included:

- Barnardo's - 'It's Not On The Radar' - The Hidden Diversity Of Children And Young People At Risk Of Sexual Exploitation In England" (2016)
- Barnardo's – "Unprotected, Overprotected: Meeting The Needs Of Young People With Learning Disabilities Who Experience, Or Are At Risk Of, Sexual Exploitation" (2015)
- Barnardo's/NatCen/UCL - Research on the Sexual Exploitation of Boys and Young Men, Summary of Findings (August 2014)
- Community Care Webinar – Protecting Young People from Child Sexual Exploitation: Addressing the Challenges (16 March 2016)

Young Males

Evidence received during investigation

Meeting 3 – Third Sector/Front Line - 23 February 2016

115. The Group agreed that, currently, they are not seeing any young males coming through the system, but acknowledged that their behaviour is VERY different to girls, and their coping strategies would probably present themselves in differing ways to girls, possibly via criminal behaviour.

116. The Group agreed that more needed to be done with young males, and bring a parity to the genders on this issue.

Meeting 3 – Partners - 23 February 2016

117. One witness stated that there was huge underreporting of males being at risk or subject to abuse. He said that behaviour tends to result in a criminality element. He also reported that he felt that males may be less aware of where to go for help.

Meeting 4 – 3 March 2016

118. Members went on to address the underreporting of young males. The witness responded that young males are treated the same as girls, but agreed that this should be addressed in awareness raising and training.

Roma Community

Evidence received during investigation

Meeting 3 – EMTAS - 23 February 2016

119. The Group discussed this issue and stated that, within this community, they are seeing significant repeats of referrals. Cultural barriers posed a significant issue, and some of the Group suggested that, in a small number of cases, parents were colluding and blocking organisations working with them.

120. EMTAS Staff wanted to stress to Members the ongoing and serious issues they have with interpreters in a case conference setting. In many cases, parents are hearing evidence about their child that they were unaware of and did not understand. As already stated, poor literacy is a key issue within this group, and interpretation of what is happening, and the use of jargon is often not understood by parents. An advocate who could meet with parents before and after case conferences could assist in ensuring that parents are aware and understand what is happening to their children; what the process entails and why they are required to attend; and a review of what happened and ensuring that parents understood the outcome from the meeting and what they are required to do (if appropriate) following the meeting.

Meeting 5 – 7 March 2016

121. The witness stated that it was important to note the “myths” surrounding Roma communities, some of which the Group had heard. He stated that Roma were as concerned about the “westernisation” of their children as much as the views and perceptions of the wider community had about them.

122. The witness explained that many Roma come to the UK and, in many cases do not have access to any basic funds and services. Newly arrived Roma will tend to arrive in areas where there are already established communities, and see the UK as a “trustworthy” place to settle following persecution from the places they have just left.
123. The witness explained that, due to lack of basic funds, evidence suggested that international-scale criminal organisations target newly-arrived Roma and exploit them on a number of levels – housing/landlords, slave labour, loan sharks and CSE.
124. The witness again stressed the issue of Roma not having accessibility to services and the impact this has. Newly arrived Roma would be subject to “habitual residency tests” and often rejected. In relation to CSE, they often feel that the Police would not believe them; there is a disbelief within their own community and therefore would be “covered up” so not classed as “dirty”; a lack of understanding of being subject to CSE; and the awareness of their rights. Whilst they often join a community, this does not mean that they are supported by that community.

INQUIRY METHODOLOGY

M1. The Children & Young People Scrutiny Committee applies a project management approach to its inquiries; including mechanisms to consistently prioritise topics suggested for scrutiny, scoping reports and project plans. The aim of these is to ensure there is a dialogue with the services involved in the scrutiny process with the ultimate aim of improving overall service delivery and enabling effective scrutiny.

M2. The process for the Inquiry was agreed via a Scoping Report agreed by Members. The key milestones were as follows:

<p>Meeting 1</p> <p>Task Group Members</p> <p>November 18 2015</p>	<p>Context briefing</p> <ul style="list-style-type: none"> • Agree the scope of Inquiry and research. • Comprehensive report providing background context to the main issues, to include the following: <ul style="list-style-type: none"> • Overview of existing policy and resource landscape regarding tackling CSE in Cardiff including: <ul style="list-style-type: none"> ○ Legislation and National Policy governing CSE ○ Welsh Government Document ‘All Wales Protocol’ ○ Cardiff Local Safeguarding Children Board’s “Protocols and Procedures” • Review the Cardiff LSCBs “Protocols and Procedures” • Overview of structures in place for tackling CSE in Cardiff
<p>Meeting 2</p> <p>Task Group Members</p> <p>Scrutiny Officer</p> <p>21 January 2016</p>	<p>Draft CSE Strategy</p> <ul style="list-style-type: none"> • Review a copy of the draft Cardiff LSCB CSE Strategy, with a view of informing its development and implementation. • Examine a number of good practice examples of tackling CSE work; high profile inspection reports on CSE (e.g. Rochdale and Oxford); and examples of CSE joint working in Core Cities and Wales. • Agree a way forward for “round table” event – 23 February 2016

<p>Meeting 3a 23rd February 2016 Mansion House Session 1 10.00am-11.30am</p>	<p>To receive evidence from 3rd Sector/Outreach/Frontline Staff witnesses regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; • Issues relating to the Czech Roma community; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 3b 23rd February 2016 Session 2 11.30 – 12.30pm</p>	<p>To receive evidence from Council Partners regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; • Issues relating to the Czech Roma community; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 3c 23rd February 2016 Session 3 - Roma 12.30pm</p>	<p>To receive evidence from EMTAS staff regarding issues relating to the Czech Roma community</p>
<p>Meeting 4 3rd March 2016 2.30pm – 4.00pm</p>	<p>Evidence gathering - To hear the views of Cabinet Members, Senior Officers and the Cardiff & Vale LSCB on</p> <ul style="list-style-type: none"> - Strategic Overview on how the Council is addressing CSE; - The Council's commitment to tackling CSE
<p>Meeting 5 7 March 2016 3.15pm</p>	<p>Gather evidence on Roma research undertaken by Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University.</p>
<p>Meeting 6 15 April 2016 2.00pm</p>	<p>To receive evidence from following internal and external witnesses regarding:</p> <ul style="list-style-type: none"> • What is currently working well in tackling CSB in Cardiff • What issues and concerns face witnesses regarding CSB in Cardiff; and • Views and perspectives on how to further improve approaches in Cardiff
<p>Meeting 7 Review Meeting 25 April 2016 – 2.30pm</p>	<ul style="list-style-type: none"> • To review evidence received to date and any written evidence. • Consider content, findings, conclusions and recommendations for the draft report.

Meeting 8 Draft report 3 May 2016 10.30pm	Members to consider draft report, including agreeing key findings and recommendations. Sign Off
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M3. Members heard from the following Council witnesses:

- Councillor Sue Lent, Deputy Leader, Early Years, Children & Families
- Councillor Sarah Merry, Cabinet Member, Education
- Tony Young, Director of Social Services
- Carol Jones, Assistant Director Education & Lifelong Learning
- Sian Cadwalladr, Principal Education Welfare and Safeguarding Officer)
- Jan Coles, Lead Manager, CSE
- Nici Evans, Partnership Manager, Policy, Partnerships & Citizen Focus
- Gary Bowen-Thompson, Education Outreach Team
- Paul Clayton, Specialist Education Team
- Jade Harrison, Children's Services CSE Coordinator
- Mary Lewis, EMTAS
- Olwen Evans, EMTAS
- Balwinder Sandhu, EMTAS
- Kay Evans, EMTAS
- Brigitte Stavrakis, EMTAS
- Ian Whittaker, Willows High School
- Ian Loynd, Assistant Headteacher, St. Teilo's High School

M4. Members also heard from the following external witnesses:

- Phil Evans, Chair C&V LSCB
- Bernie Bowen Thompson, Safer Wales/Streetlife
- Donna Tucker, Safer Wales/Streetlife
- Rachael Ray, NSPCC
- Allyson Davies, Barnardo's SERAF
- Caroline Ryan, YMCA (Sexual Health Outreach Team - SHOT)
- Amy Stuart-Torrie, YMCA (SHOT)
- George Grindle, YMCA (SHOT)
- Debbie Farrar, Missing Children Lead, South Wales Police
- Linda Hughes-Jones, NHS Safeguarding Children, C&V Health Board
- Pam Flanagan, Looked After Nurse, C&V Health Board
- Peter Greenhill, Probation Services
- Alasdair Macinnes, Youth Offending Service
- John Davies, Senior Gypsy, Roma and Traveller Policy Manager, Welsh Government, Inclusion Unit
- Dr Dan Allen, Lecturer in Social Work, Trustee to The Romani Cultural and Arts Company, Salford University
- Ruth Nash, Sexual Assault Referral Centre (SARC) Manager
- Sadie Alexander, Substance Misuse and Young People, Public Health Wales

Throughout the Inquiry, Members considered a wide range of research, guidance and Policy documents, as well as deliberating upon examples of good practice, and lessons learned from the high profile CSE cases. The following bibliography sets out the breadth of information and data considered as part of the Inquiry.

In addition, Members held telephone conversations with witnesses and encouraged written statements for those who were unable to attend the round table discussions. Whilst these are not specifically referred to detail in the Background Evidence, they played a significant role in the Inquiry and shaping findings and recommendations.

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- Oxfordshire Safeguarding Children Board – Child Sexual Exploitation "Making a Difference" (June 2015)
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- OFSTED – Tackling CSE: Blackburn and Darwen Borough Council (Operation Engage) (February 2013)
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- Oxfordshire Safeguarding Children Board - Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F (February 2015)
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- Birmingham LSCB – CSE Strategy 2015-17
- Leeds LSCB – CSE Strategy 2015-17
- Bristol LSCB – CSE Strategy – 2015
- Newcastle Multi-agency Sexual Exploitation Strategy - 2015-2018
- Nottingham LSAB & LSCB - Safeguarding Children and Young People from Sexual Exploitation, Interagency Practice Guidance, 2015
- Shared Regulatory Services – Briefing Note on the Role of Regulatory Services with new Psychoactive Substances – March 2016
- Written statement from Paul Clayton, Senior Education Psychologist following 23 February 2016 meeting
- Community Care Webinar on “Protecting young people from child sexual exploitation: addressing the challenges” – recording and summary note – 16 March 2016
- Welsh Government – Consultation Document – Out of school education settings, February 2016
- Welsh Government National Action Plan To Tackle CSE In Wales (March 2016)
- Barnardo’s Cymru/ Glyndwr University – “You Can Trust Me.....” (March 2016)
- NSPCC – “Getting Help – What Children Tell Us About Accessing Services After Sexual Abuse” (2016)
- Barnardo’s Cymru/Welsh Government – “Sexual Exploitation – Sex, Secrets And Lies, Your Guide” (2013)
- Barnardo’s - ‘It’s Not On The Radar’ - The Hidden Diversity Of Children And Young People At Risk Of Sexual Exploitation In England” (2016)

- Barnardo's – “Unprotected, Overprotected: Meeting The Needs Of Young People With Learning Disabilities Who Experience, Or Are At Risk Of, Sexual Exploitation” (2015)
- House of Commons Communities and Local Government Committee: Child Sexual Exploitation in Rotherham: some issues for Local Government (18 November 2014)
- OFSTED – The Sexual Exploitation of Children: It Couldn't Happen Here, Could It? (November 2014)
- Guidance On Safeguarding, The Social Services And Wellbeing Act 2014 (March 2016)
- Cardiff & Vale LSCB – Annual Progress Report 2014/2015
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- Cardiff & Vale LSCB Draft Business Plan 2016/17
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- St. Teilo's School – Presentation on Child Sexual Exploitation (11 April 2016)
- Community Care Webinar – Protecting Young People from Child Sexual Exploitation: Addressing the Challenges (16 March 2016)

FINANCIAL IMPLICATIONS

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.

LEGAL IMPLICATIONS

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 modification. 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 power 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. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

COMMITTEE TERMS OF REFERENCE

The role of the Committee is to scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of children and young people, including:

- School Improvement
- Schools Organisation
- School Support Services
- Education Welfare & Inclusion
- Early Years Development
- Special Educational Needs
- Governor Services
- Children's Social Services
- Children & Young Peoples Partnership
- Youth Services and Justice
- Play Services

To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, Welsh Government Sponsored Public Bodies, joint local government services and quasi-departmental non-government bodies on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance and service delivery in this area.

APPENDIX 1

ALL-WALES NATIONAL ACTION PLAN FOR TACKLING CHILD SEXUAL EXPLOITATION IN WALES 2016/17

National Action Plan to Tackle Child Sexual Exploitation (Wales)

Child Sexual Exploitation (CSE) is child abuse and a criminal act. CSE as defined in statutory guidance and the All Wales Protocol is:

“Child sexual exploitation is the coercion or manipulation of children and young people into taking part in sexual activities. It is a form of sexual abuse involving an exchange of some form of payment which can include money, mobile phones and other items, drugs, alcohol, a place to stay, ‘protection’ or affection. The vulnerability of the young person and grooming process employed by perpetrators renders them powerless to recognise the exploitative nature of relationships and unable to give informed consent”.

The Welsh Government is committed to the United Nations Convention on the Rights of the Child (UNCRC), an international agreement which protects the human rights of children under the age of 18, enshrined in the Rights of Children and Young Persons (Wales) Measure 2011.

Child abuse directly contravenes the UNCRC and its universal goals of provision, protection and participation. In compliance with the UNCRC and specifically article 34, all children and young people must be protected from all forms of sexual exploitation and sexual abuse.

This national action plan sets out a framework and minimum standards that Safeguarding Children Boards (SCBs) and partner agencies should work collectively and individually towards and build on to:

- Prevent and protect children and young people from sexual exploitation;
- Provide responsive, appropriate and consistent support to those identified as being subject to or at risk of CSE;
- Contribute to the identification, disruption and prosecution of perpetrators.

The four overarching outcomes of this national action plan are:

PREPARE:	Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:- <ul style="list-style-type: none"> - The identification of children and young people subject to or at risk of CSE - A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE
PREVENT:	Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families
PROTECT:	Safeguarding Children Boards and partner agencies actively protect children and young people from CSE, by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE
PURSUE:	Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach

This plan is for use by all agencies, statutory and non-statutory, that have a responsibility for safeguarding specifically to prevent and protect children from abuse, neglect or other forms of harm.

Outcome	Actions needed	Timeline	Responsibility to take forward
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1. PREPARE - Overarching outcome:

Safeguarding Children Boards and partner agencies assume CSE to be present and have specified objectives to support:

- **The identification of children and young people subject to or at risk of CSE**
- **A range of appropriate responses and resources designed to improve well-being outcomes for children subject to or at risk of CSE**

Page 71	1.1 SCBs and partner agencies have established a strategic response to tackle CSE that reflects statutory guidance and aims to prevent and protect children from abuse	<p>1.1a Statutory safeguarding guidance including CSE guidance to be reviewed to ensure it reflects accurately new legislation including a clear definition of CSE that makes appropriate links with other associated risky behaviours</p> <p>1.1b SCBs and partner agencies contribute to and agree revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures</p> <p>1.1c SCBs and partner agencies adopt and implement revisions to the All Wales CSE protocol and definitions within the All Wales Child Protection Procedures</p>	<p>July 2016</p> <p>September 2016</p> <p>December 2016</p>	<p>WG</p> <p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
	1.2 SCBs and partner agencies have established operational arrangements and practitioner tools to support the identification of CSE and enable a timely	<p>1.2a Effectiveness of SERAF assessment tool to be evaluated across agencies and improvement action taken as needed</p> <p>1.2b Service analysis of demand and need to include those</p>	<p>July 2016</p> <p>December 2016</p>	<p>WG</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
range of appropriate responses	<p>resulting from risk / impact of CSE</p> <p>1.2c The availability and usefulness of risk assessment processes /tools, to be reviewed and improvement action taken as needed</p>	December 2016	SCBs and partner agencies
<p>1.3 SCBs and partner agencies assume CSE is present and have identified children and young people subject to or at risk of CSE as a shared priority</p>	<p>1.3a SCBs have a CSE strategy and action plan in place which is incorporated into the SCBs work plan</p> <p>1.3b SCBs prioritise work plans according to local issues</p> <p>1.3c Development of national response to address CSE</p>	<p>March 2016</p> <p>March 2016</p> <p>January 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p>
<p>1.4 SCBs and partner agencies contribute to a national shared dataset informed through local evidence and intelligence to improve understanding, profiling, and response to CSE</p>	<p>1.4a Development and agreement of a national data set to enable the collection of data that captures the profile, prevalence and response to CSE in Wales</p> <p>1.4b SCBs and partner agencies to capture and return data to WG to inform both local and national collation and analysis of data</p> <p>1.4c WG to publish a summary report on the CSE data submitted</p> <p>1.4d Development of CSE information sharing systems e.g. CSE WASPI to contribute to effective information sharing in known or suspected CSE cases</p>	<p>December 2015</p> <p>April 2016</p> <p>April 2016</p> <p>July 2016</p>	<p>WG and SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>WG</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	<p>1.4e As statutory partner agencies of SCBs, probation (Community Rehabilitation Companies and National Probation Services) will hold information about individuals linked to CSE. SCBs (and where appropriate partner agencies) should ensure effective information sharing amongst partners to support this</p> <p>1.4f Safeguarding quality assurance and reporting systems to include CSE</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>
<p>1.5 SCBs and partner agencies are active in informing all members of the community of the role that they can play to make the community safer from CSE</p> <p>Page 73</p>	<p>1.5a WG/SCBs and partner agencies to develop general awareness-raising strategies and activities in respect of CSE (aimed at children, young people, their families and the general public)</p>	<p>December 2016</p>	<p>WG/ SCBs and partner agencies</p>
<p>1.6 SCBs and partner agencies ensure that the risk and impact of CSE forms part of safeguarding training for all staff, this includes awareness raising (including about those at greater risk of CSE as a result of their vulnerabilities), warning signs and the responsibility to report and respond to concerns</p>	<p>1.6a SCBs and partner agencies undertake a review and analysis of their training needs in relation to CSE</p> <p>1.6b SCBs to develop a relevant multi-agency training programme that promotes the board's aims and objectives in relation to CSE (which seeks to complement not duplicate individual partner agencies training)</p> <p>1.6c SCBs training sub-groups to lead on and report progress to SCBs in relation to multi-agency training in relation to</p>	<p>July 2016</p> <p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
	CSE, and related risky behaviour (e.g. missing children)		
<p>1.7 SCBs and partner agencies improvement agenda are supported through inspection activity that evaluates the service effectiveness in promoting the safety and well-being of children and young people</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Page 74</p>	<p>1.7a All inspection frameworks to include safeguarding and well-being focus</p> <p>1.7b SCBs and partner agencies to share inspection reports and resulting action plans to inform shared SCB and partner objectives regarding CSE and safeguarding</p>	<p>December 2016</p> <p>Annually/ December 2016</p>	<p>Inspectorates</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
2. PREVENT - Overarching outcome: <i>Safeguarding Children Boards and partner agencies have a prevention programme and responsive services in place to help children and young people at risk of CSE and their families</i>			
2.1 Agencies preparedness for the implementation of the Social Services and Well-being (Wales) Act 2014 includes a focus on the well-being outcomes of children subject to or at risk of CSE	2.1a SCBs and partner agencies to develop mechanisms to identify, map and assess risk and patterns of CSE within their areas 2.1b SCBs and partner agencies to develop best practice approach to LAC placements of children and young people (at high risk of CSE) through effective communication and cooperation arrangements. (LAs should be aware of the requirement in the Care Planning, Placement and Case Review (Wales) Regulations 2015 to refer decisions about placements out of area to a panel, and to notify relevant partners about the placement)	December 2016 April 2016	SCBs and partner agencies SCBs and partner agencies
2.2 SCBs and partner agencies have identified the range of preventative services to support those at risk of CSE in their locality	2.2a SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: - <ul style="list-style-type: none"> - Service demand in relation to CSE prevention - The impact and effectiveness of the preventative activity and services available to help those at risk of CSE in their locality - The impact and effectiveness of activity aimed at changing perception, motivation and behaviour of those likely to offend - Identify any gaps in service and areas for development - The impact and effectiveness of targeted preventative activity and services available to 	December 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
<p>2.3 SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people including those at risk of CSE and challenge practice shortfalls</p>	<p style="text-align: center;">children and young people who have particular vulnerabilities or risks associated with CSE</p> <p>2.3a WG, SCBs and partner agencies to develop mechanisms in relation to CSE prevention to:-</p> <ul style="list-style-type: none"> - Monitor practice and ensure a consistent multi-agency response is applied - Disseminate good practice and promote a learning culture <p>2.3b Amend interventions to reflect the local picture and ensure activity is kept updated relevant to service demand and emergent issues</p>	<p>December 2016</p> <p>December 2016</p>	<p>WG, SCB and partner agencies</p> <p>SCB and partner agencies</p>
<p>2.4 SCBs and partner agencies act to make Wales a hostile place for perpetrators of CSE and empower children and young people to make positive choices</p>	<p>2.4a SCBs and partner agencies to develop mechanisms that raise awareness of CSE and how to report concerns including:</p> <ul style="list-style-type: none"> - Targeted campaigns (for such groups as vulnerable children and young people, race and faith networks, night time economy staff) - SCBs and partner agencies to ensure safeguarding training provided to all staff working with children and young people that supports vigilance and confidence to act on risky behaviours, signs of abuse, including exploitation - Knowledge or access to expertise regarding specific risks such as those related to: gender, disability, culture, modern technology/social networking, LAC status etc 	<p>December 2016</p>	<p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
3. PROTECT - Overarching outcome: <i>Safeguarding Children Boards and partner agencies actively protect children and young people from CSE by working together to achieve the continuity and effectiveness of care plans for those children and young people subject to or at risk of CSE</i>			
3.1 SCBs and partner agencies promote the well-being of children and young people who are subject to or at risk of CSE including those at greater risk of CSE as a result of their vulnerabilities	3.1a SCBs and partner agencies to review, evaluate and update their operational arrangements and training programmes to ensure that in relation to CSE: <ul style="list-style-type: none"> - Thresholds for intervention are understood and consistently applied - Staff get adequate supervision and support - Interface between risk assessment and risk management mechanisms are clear and understood - Partners work together at the earliest opportunity to coordinate assessments and action aimed at mitigating risk 	December 2016	SCBs and partner agencies
3.2 CSE is considered as part of any risk management process /mechanisms	3.2a Children, young people and their families are supported through a responsive child protection/care and support plan aimed at reducing risk based on individual need	July 2016	SCBs and partner agencies
3.3 SCBs and partner agencies have identified the range of services available /needed, to help those children and young people affected by CSE, in their locality	3.3a SCBs and partner agencies to undertake /update a needs assessment that enables them to understand: <ul style="list-style-type: none"> - Service demand in relation to children and young people subject to or at risk of CSE - The impact and effectiveness of the activity and services available to help those affected by CSE in their locality - Identify any gaps in services and areas for development 	December 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
<p>3.4 SCBs and partners agencies to hold each other to account for their contribution to the safety and protection of children and young people subject to CSE and challenge practice shortfalls</p>	<p>3.4a SCBs and partners have mechanisms in place to assess and challenge whether they are fulfilling their statutory responsibilities to work in partnership to help protect children and young people experiencing or at risk of CSE</p> <p>3.4b SCBs and partner agencies routinely evaluate the difference /improvement made by changes in guidance, operational systems practice makes to outcomes for children and young people</p>	<p>July 2016</p> <p>December 2016</p>	<p>SCBs and partner agencies</p> <p>SCBs and partner agencies</p>

Outcome	Actions needed	Timeline	Responsibility to take forward
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4. PURSUE - Overarching outcome:

Safeguarding Children Boards and partner agencies have a clear and shared understanding about how they can contribute to the disruption and prosecution of perpetrators and to the support of victims through a consistent child centred approach

Page 79	<p>4.1 Make Wales a hostile place for perpetrators of CSE through development of robust investigative strategies to disrupt perpetrator activity and better protect children and young people</p>	<p>4.1a Problem profiles on CSE to be developed and to incorporate multi-agency data to be shared with SCBs.</p>	July 2016	Police
		<p>4.1b Profiles to be reviewed annually with appropriate intelligence to help ensure a multi-agency response.</p>	Annually/ December 2016	Police
		<p>4.1c Ensure perpetrators of CSE are prosecuted where there is sufficient evidence to do so and the victims of CSE receive appropriate protection in court</p>	December 2016	Police
		<p>4.1d Information exchange mechanisms to be developed between police and probation to ensure coordinated criminal justice response</p>	July 2016	Police and Probation
		<p>4.1e Training and awareness programmes to include disruption and protection strategies</p>	July 2016	SCBs and partner agencies
Page 79	<p>4.2 Crown Prosecution Service, Police and partners to work collaboratively to deliver quality and timely investigations that meets the needs of the victim and brings abusers to justice</p>	<p>4.2a Equip professionals to understand the CPS structure and to gather high quality evidence consistently and in accordance with Achieving Best Evidence</p>	December 2016	SCBs and partner agencies
		<p>4.2b Develop working relationships between partner agencies and the CPS Rape and Serious Sexual Offences (RASSO) Unit</p>	July 2016	SCBs and partner agencies

Outcome	Actions needed	Timeline	Responsibility to take forward
4.3 Increased understanding of the needs of young victims and witnesses of CSE giving them a voice, ensuring they are treated fairly, sensitively and in an age appropriate way	4.3a Analysis of experiences to ensure that victims are treated sensitively and given adequate support	December 2016	SCBs and partner agencies
	4.3b Develop an approach in responding to victims of CSE where their needs are recognised consistently, where they are treated fairly, sensitively supported in an age appropriate way which avoids blame	December 2016	SCBs and partner agencies
4.4 Identifying and dismantling organised crime groups targeting and exploiting children and young people in our communities	4.4a Welsh Police Forces to be supported by partner agencies in conducting operations relating to CSE involving groups and gangs	December 2016	SCBs and partner agencies
	4.4b Welsh Police Forces to work collaboratively with the Regional Organised Crime Unit and the National Crime Agency to include CEOP	December 2016	Police
4.5 Welsh Police Forces to work with partner agencies to identify and disrupt perpetrators targeting young people in our communities	4.5a Training and awareness programmes across all agencies to include disruption and protection strategies	July 2016	SCBs and partner agencies
	4.5b SCBs and partner agencies to develop formal multiagency arrangements to effectively manage CSE risk and protect vulnerable young children within their locality	July 2016	SCBs and partner agencies
	4.5c SCBs and partner agencies to strengthen enforcement and adherence of licensing laws	July 2016	SCBs and partner agencies
	4.5d Utilise ancillary and civil orders to maximise effect to assist investigations and restrict and manage offenders thereby supporting and safeguarding victims	December 2016	Police

Examples Of CSE Cases

Case study 1 - K

K went to the Basement at 33 for support as she was no longer able to live at home with her mother and siblings. She was age 17 years and assessed as homeless and was offered a choice as to whether or not to choose to become a child looked after by the local authority. Choosing to become a looked after child, she was allocated a social worker. The initial assessment identified very serious concerns that this child was being sexually exploited and a CSE MASM was convened. The child was in real danger and following an escalation of risks which put the lives of others in danger, she was placed in a residential children's home away from the Cardiff area. Regular review CSE MASMs were convened and an effective safety plan running alongside the looked after child plan was able to see the reduction of risk to CSE over time.

Services involved/ provided:

- Social worker
- Hostel placement
- Police Missing Person's coordinator
- Police intelligence
- Residential placement
- Specialist training for the residential staff
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Personal Adviser
- Careers Wales

Case study 2 – The G family.

The G family is made up of 6 siblings – 3 girls and a boy aged 13 to 17 and 2 adult siblings. The girls were reported missing by their family when they failed to return home over night. When the girls returned they claimed they had been abducted and taken out of the area and sexually assaulted.

A police investigation discovered that the children had been groomed by adult males and moved around the country for the purpose of sexual exploitation. The case is ongoing.

The case is subject to regular review CSE MASMs which is ensuring that the CSE safety plan is being effective. All four siblings as well as parents are receiving support from agencies who are working to raise awareness of the risk to CSE, reduce risks and increase protective factors.

Services involved/ provided:

- SARC
- Police
- New Pathways
- FISS
- Education – schools
- Education Welfare
- Looked After Children Education
- Looked After Children Health
- Sexual health services
- Police Missing Person's coordinator
- Foster placements
- Barnardo's Missing Person's Advocate
- Barnardo's Seraf Service
- NSPCC Protect and Respect

Case Study 3

M is a 16 year old girl who is looked after by the local authority. She has been reported missing numerous times in the last 6 weeks. She lives in a residential placement because no foster placement can be found for her due to the concerns.

She will not confide in any of the many professionals involved in her life and wants only to return home with her family who will not have her. She does not attend any form of education.

She has no steady friendship group but rather drifts from one group to another without any ability to judge whether new friends are safe. She has had a number of 'boyfriends' who are considerably older than her. She is using drugs and alcohol. She exchanges sexual acts for cigarettes, drugs and alcohol.

- Youth mentoring service
- Social worker
- Residential placement
- Foster placements
- Sexual health services
- Police Missing Persons Coordinator
- Youth Service
- Looked After Children Health
- Looked After Children Education
- Action for Children Counsellor
- Barnardo's Up 2 U service
- Barnardo's Missing Person's Advocate
- Careers Wales

Case Study 4 – A

A is age 13 years and lives at home with her family. A has learning difficulties and attends school regularly. Last year A was in contact with adult males in countries as far away as USA and Egypt via social media. Sexually explicit messages and material was exchanged.

Some weeks ago A's mother contacted children's services to say that she was concerned when A had not returned from walking the family dog and had gone to look for her. She had found A in a field with a man and observed a man in a car watching. When she approached the man got into a car that had been waiting nearby.

- Social worker
- Sexual health services
- Police Missing Persons Coordinator
- Police CID
- Barnardo's Missing Person's Advocate
- School
- NSPCC Protect and respect

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

PROPERTY INVESTMENT ESTATE

REPORT OF THE DIRECTOR OF ECONOMIC DEVELOPMENT

AGENDA ITEM: 2

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT AND PARTNERSHIPS)

Reason for this Report

1. To update Cabinet on progress made with the property investment estate.

Background

2. The investment estate is a portfolio of non-operational property held by the Council for the purpose of generating income to support the Council's revenue budget. The estate has been acquired and built up over a number of years and currently includes a wide range of property types of variable commercial quality. The estate comprises 247 properties producing a gross rental income of £3.7 million. As a result of rent review and lease renewals carried out in 2015/16 the rent has increased by 2.7%.
3. Historically the approach to the management of this estate was ad hoc, there was no defined governance and assets fell under the responsibility of various departments. In addition little investment was being made into the estate that resulted in an unsustainable approach with sub-optimal management and creating long term maintenance backlog issues.
4. Following an independent review by property Consultancy John Lang La Salle a new approach to the investment estate was approved by Cabinet on 12th November 2015 recommending:
 - All commercial income producing property be held corporately, managed by Strategic Estates, with associated budgets realigned.
 - The establishment of a new investment estate governed by a newly formed investment board.
 - Capital receipts generated from the sale of investment estate assets be reinvested to improve the yield in existing properties within the estate or used to purchase better quality and better yielding assets.

5. In November the PRAP Scrutiny Committee received an update on the Investment Estate. The Chairman of the Committee asked that regular updates be provided to Scrutiny.

Issues

6. Earlier this year the Council appointed Jones Lang Lasalle (JLL) to review the Investment Estate and to provide ongoing commercial advice. JLL's initial review identified some issues that needed to be addressed as a priority:
 - Property data for all assets were held in a number of different IT systems. This includes information such as lease details, tenant details, rent and capital value.
 - Income producing properties were vested with a variety of different service areas resulting in sub optimal management of the estate.
 - There has been no defined rationale or governance to effectively manage the estate.
 - Investment to modernise the estate has been sporadic and reactive rather than proactive.

Progress to Date

7. A new comprehensive master property schedule has been produced to include all lease information, rental income, capital values and a flagging system to highlight upcoming rent reviews and lease renewals. This schedule will save on officer time and ensure the information is easier to manage and interpret.
8. All income producing commercial properties are now directly managed by Strategic Estates and budgets have been realigned. This is mainly properties held by Parks and Tourism Culture and Events.
9. The previous Cabinet report recommended that an external property advisor be appointed and Jones Lang La Salle (JLL) have been appointed in this regard and they will be consulted on all property transactions affecting the estate.
10. A Property Investment Board has been established to make decisions regarding the estate and comprises officers from Strategic Estates, Capital and Service Accountancy and representatives from JLL. The board meets monthly and decisions made are reported to Asset Management Board, chaired by the Chief Executive for further approval. The Cabinet member with responsibility for the investment estate is consulted as part of this process.

Strategic Aims and Objectives for 2016/17

11. The corporate objectives for the investment estate will focus on the following priorities:

Objective (A) – Review entire portfolio and RAG (red, amber, green) status each asset with a view to retain it, remodel it or release it.

Objective (B) – Increase rental income to meet set income budget targets.

Objective (C) – Dispose of underperforming assets.

Objective (D) – Invest in existing assets where rental levels and ultimately yield can be improved.

Objective (E) – Purchase new high yielding investment properties (Subject to approved business case and funding being available).

Objective (F) – Consider land assembly opportunities for future development. (Subject to approved business case and funding being available).

Objective (G) – Consider the purchase or development of business starter units to promote inward investment. Also consider other opportunities where wider council objectives can be met in terms of social and economic angles. (Subject to approved business case and funding being available).

Objective (H) – Review opportunities within the estate and the Council's operational estate to generate additional rental income.

Timescale for objectives

Short Term	Medium Term	Long Term
Objective A		
Objective B	Objective B	Objective B
Objective C		
Objective D	Objective D	
Objective E	Objective E	Objective E
		Objective F
Objective G	Objective G	
Objective H	Objective H	

Performance Management and Monitoring

12. Progress will be kept under constant review and a report to Cabinet will be prepared on an annual basis. In addition to this, Strategic Estates will prepare a Corporate Investment Estate Plan which will provide a 3 year strategy for management and rental growth.
13. The investment board will consider council objectives, for example protecting future opportunities to preserve quality of life in Cardiff and maintain the city liveability profile.

Reason for Recommendations

14. To keep the cabinet informed of progress with the investment estate.

Financial Implications

15. The Council generates revenue income from the investment estate as part of the Council's budget. In accordance with the Cabinet recommendation, any proceeds from the disposal of the investment estate are retained to meet the objectives set out in the report in the form of capital receipts. Re-investment up to this limit can take place which would make the management and operation of the estate on a more sustainable and commercial footing. Where disposal results in a loss of revenue income, it is essential that any funds are re-invested to generate at least equivalent return in order to avoid an adverse impact on the Strategic Estates Revenue budget.

Legal Implications

16. The Council has an underlying fiduciary duty to ensure value for money from the acquisition management and disposal of its public assets.

RECOMMENDATION

The Cabinet is recommended to:

1. Note the content of the report and the current position with regard to the Investment Estate.
2. Note that a future report outlining the Corporate Investment Estate Plan will follow to November Cabinet meeting setting out a strategy and targets for the next 3 years.

NEIL HANRATTY

Director

21 July 2016

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

CARDIFF BUSINESS IMPROVEMENT DISTRICT

REPORT OF DIRECTOR OF ECONOMIC DEVELOPMENT

AGENDA ITEM: 3

PORTFOLIO: LEADER (ECONOMIC DEVELOPMENT AND PARTNERSHIPS)

Reason for this Report

1. To update Cabinet on the development of Cardiff Business Improvement District proposals in Cardiff.
2. To agree a position with regard to a Service Level Agreement for the City Centre Management Team.
3. To agree to advance of funding to support initial activities of the BID.
4. To agree nominations for BID Board.

Background

5. The Cardiff Business Improvement District report, taken to Cabinet on 15th May 2016 resolved to:

“Delegate authority to the Director of Economic Development, in consultation with the Leader of the Council, the Chief Executive, the Section 151 Officer and the Monitoring Officer to conclude a Service Level Agreement with relation to City Centre Management and to bring any agreement to Cabinet for approval.”

Give delegated authority to the Section 151 Officer in consultation with the Leader of the Council, the Chief Executive, the Director of Economic Development and the Monitoring Officer to negotiate an advance to the BID company should the ballot be successful, and on the basis that any advance would be repaid through levy collection and paid within the current financial year and so that any proposed payment would be brought to a future Cabinet meeting for approval.”

City Centre Management

6. Cardiff city centre is the commercial, retail and visitor heart of the Cardiff city-region and plays a vital role in the life and economy of South Wales. The city centre has also seen an increase in residents living in the area in recent years and is now home to around 10,000 people. The management and promotion of the city centre is critical to the city's economic performance. A Business Improvement District (BID) is a mechanism that has been recognised as being successful in bringing local businesses and other stakeholders together with the aim of improving their trading environment and enhancing their profitability.
7. In the Cabinet Report of 29 January 2014 it was identified that pressure on resources suggests that a new approach is required to maximise the effectiveness of city centre management. It was proposed that bringing together the current partnership groups as well as other stakeholders would help to maximise the efficiency of the overall city centre management functions and deliver more for the collective resources of all partners.
8. The Business Improvement District provides an opportunity to bring together key stakeholders in the city centre to maximise efficiency of decision making. In light of this it is proposed that the current City Centre Management arrangements are aligned with the proposed BID.
9. In ensuring alignment of resources it is proposed that a Service Level Agreement is developed between Cardiff Council and the Business Improvement District whereby the BID management is able to utilise the resources of the City Centre Management team on the basis that current levels of service provision within the city centre are maintained.
10. Such an approach would provide significant benefits both strategically and operationally. One of the key strategic aspects is the ability to align resources within the city centre. This does not just refer to the potential £1.5m annually a BID levy could provide for the BID, but also, through the BID governance mechanism, how all partners within the city centre operate. It is important to note that this does not mean the Council looking to understand how the BID can support its priorities, rather how all partners can collaborate to achieve mutually beneficial goals.
11. The approach will also provide a basis for resident engagement in the BID through the City Centre Management team that can represent wider resident interests across the city centre.
12. There are also key operational benefits, arising from the potential to reduce duplication, but also other areas such as procurement where collaboration can drive down costs for business, the BID and the local authority. Clearly any Council involvement would be subject to appropriate procurement guidelines.
13. Under the proposed approach staff employed in City Centre Management would remain employed by the City of Cardiff Council.

Direct line management of City Centre Management staff would remain with the City of Cardiff Council, as would budgets and assets.

14. Day to day activities however would see the City Centre Manager work with alongside the BID Manager in allocating resources to tackle issues within the city centre.
15. Strategically there would be a commitment to maintain current levels of services provision of the City Centre Management Team, unless otherwise agreed with the BID Board. Such an approach would mean that the BID Board would be able to influence how the City Centre Management Team allocates its overall resources, whilst overall control would remain with the City of Cardiff Council. It is proposed that the resource responsibility with the City of Cardiff Council from this perspective would lie with the Head of Economic Development.
16. The flexibility to change resource allocation would also allow the BID Board to work with the City of Cardiff Council to ensure that the impact of current resources is maximised. This approach is also predicated on the basis that the BID Board will also have an advisory role for the Council in terms of its activities within the city centre.
17. It is also critical to note that the BID cannot be used to replace Council services. Rather, it should be considered a means of supporting improvement in the city centre through a partnership based approach.
18. This arrangement would be reviewed after the first year of operation.
19. This approach is typical of other areas where City Centre Management roles are heavily integrated with the appropriate Business Improvement District.
20. The approach, in developing a based partnership to support improvement in the city centre, would also support the Council's Co-operative Council aspiration, and brings together stakeholders to help manage and improve the city centre environment.
21. A draft Service Level Agreement is attached as Appendix A. This has been developed with MOSAIC who led the development of the BID proposal in Cardiff city centre. Given that a BID would only become a legal entity if a successful vote is achieved a final Service Level Agreement would need to be completed should a formal BID company be established.
22. Activities included within the BID Business Plan where greater collaboration with the City Centre Management Team would yield improved outcomes include:
 - Funding a dedicated cleansing and waste team to deal directly with business concerns; carry out tactical cleaning of frontages, doorways and hot spots that can quickly and efficiently target problem areas over and above those currently provided by the Council; and

responding to business call outs and report/liaise with the City of Cardiff Council.

- Work with the City of Cardiff Council to ensure their cleansing and collection schedules support the needs of the city centre businesses.
- Support a team of uniformed BID-branded Cardiff Ambassadors. This team will provide a warm welcome to the BID area and provide information for visitors and businesses.
- Investment in the management of the evening and night time economy, and strengthen business participation with crime reduction partnerships and support new or improved business crime management initiatives.
- Provide additional planting and lighting initiatives and help install floral displays to achieve a more attractive 'softer' environment across the whole of the BID area.
- Work with Cardiff Business Safe to continue to grow the existing RadioNet Scheme.
- Invest in city centre entertainment and provide additional funds to support existing events that boost business and establish new events in current quiet periods.
- Work with the Principality Stadium, Stadium Events Group, Cardiff Council and tourism partners to ensure businesses have an open and positive input to the bidding, planning and management phases of major events held across the city centre. The BID would help coordinate a cross sector business group to discuss securing major events and commitments towards value for money, timing, frequency, impact and promotion.
- Work in conjunction with other partners to build on and add value to the Christmas season in Cardiff city centre.
- Forge closer links between businesses, universities and colleges to build a greater understanding of how to create an exciting and appealing offer, to manage issues as they arise, and hopefully encourage more students to choose Cardiff and stay here once qualified.
- Work with businesses to establish a strong and viable evening economy that encourages people of all ages to stay in the city after work, or to visit the city more regularly in the evening.
- Working with the Council, transport and parking operators, the BID will seek to make it easier to access and to navigate around the city centre.
- Promote information about routes into the city.
- Support cyclists through improved secure facilities.
- Work with partners responsible for the place marketing and management of Cardiff and support a strategy to widen Cardiff's appeal to help promote to a wider audience beyond the immediate catchment area and into national and international markets. Key targets would be business tourism and conferences.
- Provide a collective voice for over 700 businesses and several sectors, and will communicate and negotiate with other key representative groups.

- Undertake research in to the key issues that affect businesses and to help influence city decision-making.
 - Lobby the City of Cardiff Council and other regional agencies on behalf of BID businesses.
 - Provide a focus point for strengthening business networks, communications, incubating new ideas and collaboration between all city centre businesses regardless of sector.
 - Work with local authorities and economic development agencies to assist them with attracting local, national and international investors.
23. In addition to the references within the Summary Business Plan, the final BID Business Plan reinforced the commitment to supporting the Night Time Economy, including a specific commitment that:
- “The BID will work closely with the Police and Cardiff Council to design the programme of investment for the evening and night time economy, this will include support for the creation of dedicated additional police resource to maintain and improve the safety of the City centre.”*
24. In support of these arrangements it is proposed that The Cabinet Member for Skills, Safety and Engagement will task officers with developing an appropriate action plan for the Night Time Economy that will inform the programme for investment agreed for the BID agreed between the City of Cardiff Council and the Police.
25. The BID has already committed to will “Invest in managing the evening and night time economy, and strengthening business participation with crime reduction partnerships to a level equal or greater than the amount a Late Night Levy would have raised from the city centre” on the basis that a Late Night Levy is not introduced for city centre premises.
26. Such an approach is seen as prudent. There are currently seven levies in place across England, but there have been a significantly higher number of councils who have considered and rejected the introduction of a late night levy. These include cities similar in size and nature to Cardiff, such as Bristol, Leeds and most recently, Liverpool who, following an intensive consultation, rejected the need for a levy.
27. These Councils have determined that a BID scheme would provide a more targeted spending of funds and develop a more inclusive approach toward managing the night time economy. One of the Councils that adopted the levy, Cheltenham, has stated that should their current BID proposal be approved, they will scrap the levy. The levy in Cheltenham has raised £77,000 of an estimated £200,000 (39% of the estimate).
28. It is also proposed to invite the Chair of the BID to attend Cardiff Public Services Board meetings to ensure that firm links with the private sector are maintained and improved upon in this regard, and to ensure future clarity.
29. More detail is available within the Business Plan attached as Appendix B.

BID Support

30. The City of Cardiff Council will be the organisation responsible for collecting the BID levy and subsequently will incur costs to administer the collection. The Council will charge the BID to cover the costs of these activities.
31. In order that the BID company can begin delivering projects it is proposed that a sum will be provided in advance of future payment of the Levy on the basis that this sum will be taken from future collections of the levy. This will enable the BID to begin delivering projects and services should the ballot be successful.
32. In the event that the ballot secures a decision to proceed, a non-profit BID company is to be established to oversee the delivery of the BID. The company will be fully resourced from the levy that it places on the BID area. The proposal indicates that the BID could generate around £1.5 million per annum based on a levy of 1%.
33. The business plan allocates over 83% of the first year's levy to deliver project activities and initiatives, 14% has been earmarked to meet the BID company's operating costs, with the balance (just under 3%) set aside to cover contingencies. The sums allocated to each heading may need to be flexed as part of the process to fine tune the business plan i.e. once the final rating list is agreed and BID levy rules have been determined.
34. In order that the BID company can deliver projects as set out in the BID Business Plan the BID director has requested that the Council agrees to provide the BID company with up front funding to ensure that the BID projects can start being delivered effectively from the earliest stage. As set out in paragraph 30 the Council will collect the BID levy payments and will transfer the amount collected to the BID company. It is intended that the Council will recover the amount provided to the BID company as an advanced payment by retaining the equivalent amount from the BID levy payments collected.
35. It is proposed that the Council would support in principal the advance payment to support activities subject to appropriate due diligence and following discussion with the BID Board should this be established.

Board Nomination

36. At the Cabinet Meeting of Thursday, 19th May, 2016 it was resolved that should a yes vote be achieved, the Director of Economic Development be nominated as the Council representative to the board of the BID company.
37. However a review of BID Boards of other UK cities highlighted the need for elected member representation. In many cases the Leader or lead Cabinet Member for economic development is often provided with a place on the board, albeit with the restriction that local Government can have a maximum of 20% of the total votes available on the board.

38. It is therefore proposed that the Council would nominate the Leader of the Council in addition to the Director of Economic Development for places on the board of the BID. The BID Business Plan current allocates two places for public sector representation, in line with guidance that the BID Board established reflects a broad reflection of the city centre's businesses and organisations.

Reason for Recommendations

39. To propose a Service Level Agreement for the City Centre Management Team.
40. To establish the Council's position the support to be provided to the Business Improvement District.
41. To agree nominations for BID Board.

Financial Implications

42. The draft Service Level Agreement attached Appendix A reflects the 2016/17 resources relating to the City Centre Management Team. Whilst the gross expenditure budgets total to £261,540, 98.8% of this amount (£258,500) is directly funded by income generated externally. The remaining 1.2% (£3,040) forms part of the Council's base budget.
43. The amounts referred to above are inclusive of the 2016/17 budget proposals put forward in respect of the City Centre Management Team. These include the need to generate an additional £45,000 of income (from street food events) and to identify an alternative delivery model in respect of the taxi marshalling service to meet savings totalling £122,000.
44. As outlined in the report, the responsibility for City Centre Management staff and budgets will be retained by the council under the direction of the Head of Economic Development. Any changes to the activities and/or levels of services currently planned for 2016/17 will need to be through a consensual agreement with the Council and be contained within existing resources. Given the significant reliance on externally generated income any agreement to deviate resources will need to consider the impact on the team's ability to generate the require levels of income to balance its budget.
45. The BID levy as collected by the Council, remains the property of the Council and is ring-fenced for the specific purpose of the BID. Therefore, once the details relating to the BID company have been finalised (including the business plan and financial management arrangements), the Council will need to undertake a final review and satisfy itself that all the necessary arrangements are in place. The review will need to ensure that the governance structure is appropriate and robust accounting and reporting arrangements are in operation. The final business plan will need to demonstrate that income, expenditure and cashflow projections are in-line with the proposal and that VAT, taxation matters and audit requirements have all been factored in, as appropriate.

46. The level of any 'advance' that the Council may agree to will be assessed once the final business plan has been reviewed and the financial management arrangements are clearly understood. Central to the Council's decision will be the need to understand the cashflow implications associated with the early stages of the BID Company's incorporation and set-up. Any advance will be limited to the period prior to bid levy bills being raised and paid over to the BID Company, details of which will be set-out in the Operating Agreement that Council will enter into with BID Company. Any advance paid may be off-set against the Council's BID levy liability in respect of those Council hereditaments falling within the approved scheme.

Legal Implications

47. The establishment of a Business Improvement District is to be conducted in accordance with the Business Improvement Districts (Wales) Regulations 2005

RECOMMENDATIONS

The Cabinet is recommended to:

- a) Delegate authority to the Director of Economic Development, in consultation with the Leader of the Council, the Chief Executive, the Section 151 Officer and the Monitoring Officer to conclude a Service Level Agreement with relation to City Centre Management on the basis of the draft agreement set out in Appendix A.
- b) Give delegated authority to the Section 151 Officer in consultation with the Leader of the Council, the Chief Executive, the Director of Economic Development and the Monitoring Officer to approve an advance to the BID company on the basis that any advance would be repaid through levy collection and paid within the current financial year and based on the principles established in this report.
- c) Nominate the Leader of the Council in addition to the Director of Economic Development as BID Board Members.

NEIL HANRATTY

Director
21 July 2016

The following appendices are attached:

Appendix A: City Centre Management SLA
Appendix B: BID Board Representation
Appendix C: BID Business Plan

City Centre Management Draft Service Level Agreement

The Business Improvement District provides an opportunity to bring together key stakeholders in the city centre to maximise efficiency of decision making and to co-ordinate delivery. In light of this it is proposed that the current City Centre Management arrangements are aligned with the BID company. In ensuring alignment of resources it is proposed that a Service Level Agreement is developed between Cardiff Council and the Business Improvement District whereby the BID management is able to utilise the resources of the City Centre Management team on the basis that current levels of service provision within the Council are maintained. Under such an approach staff employed in City Centre Management team would remain employed by the City of Cardiff Council. This arrangement would be reviewed after the first year of operation.

Current Service Provision

The Directorate Budget for 2016/17 established the budget for City Centre Management as £261,540. Of this £86,000 of which is allocated to employee expenditure. The service is financed from externally generated income and a small Council contribution.

Current Level of Service Provision

Number of Staff & Equipment	Monday to Friday	Saturday & Sunday
	1x City Centre Manager 1x City Centre Administrator 3x Buggies 1x Mobility Driver	1x Mobilty Drivers 7x Taxi Ambassadors (PT)
Specification	City Centre Management are responsible for both the day & night time economies, including: <ul style="list-style-type: none"> • Revenue Generation via Activity Sites & Street Dressing • Environmental Management • Traffic Management • Security • EVAC • Partnership Working – Retailers / Businessess / Stadium / Police / Private and Public Sector 	
Boundary Area	The City Centre boundary is East side – Newport Road / West to the River Taff (Stadium) North – City Hall / South – Callaghan Square	

Service Provision

The current level of service provision will be maintained, met by income from the City Centre Management Team. The Economic Development Directorate will commit to

its current allocation of funding, whilst also setting income targets for the City Centre Management Team within the scope of retaining current levels of service provision.

Changes to Service Provision

Should there be a requirement, agreed by both the Head of Economic Development and the BID Board, changes can be made to the current level of service provision in order to ensure appropriate allocation of resources. This means that the overall allocation of resources between the strands of work identified in the table above can be altered through a consensual agreement between the City of Cardiff Council and the Cardiff Business Improvement District.

Governance

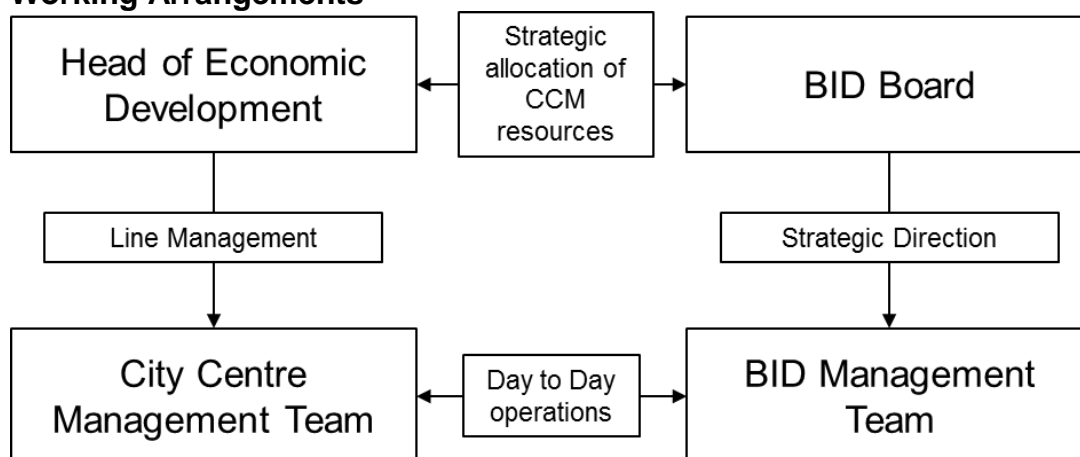
The Head of Economic Development will remain the manager of the City Centre Management Team, and line manager of the City Centre Manager. Day-to-day activities however will see the City Centre Manager work collaboratively with the BID Management Team in identifying and addressing City Centre operational issues. This will include allocation of resources in relation to:

- Street dressing
- Environmental management
- Traffic management
- Security

This means that for day to day operational issues resources can be adjusted according to the needs of the Business Improvement District. Any changes to the overall levels of service provision however would require the joint agreement of the Head of Economic Development and the BID Board.

The aim of this arrangement is to ensure that the operational work of the City Centre Management Team is aligned with that of the BID Management Team.

Working Arrangements



Operational Issues

In order to facilitate complementarity of the City Centre Management team and the BID Management team will be co-located and the City Centre Manager will report to the BID Director on a day to day basis.

Period of Agreement

The SLA will be review on an annual basis, and will conclude at the end of the BID term.

Reporting

The Head of Economic Development will attend BID Board Meetings in an observer status to reflect Line Management responsibilities with respect to the City Centre Management Team.

Obligations

The City Centre Management Team will be expected to deliver their obligations as established in the baseline report unless otherwise agreed with the BID Board.

In establishing the SLA the BID will be expected to deliver against its Business Plan unless otherwise agreed otherwise by the Director of Economic Development.

BID Board Council Representation

Core Cities

Birmingham – Westside BID includes two directors who are councillors.

Bristol – Broadmead BID includes a council project manager.

Leeds – One Cabinet Member who is a board member.

Liverpool – Two Cabinet Members and one officer represents the two BID companies.

Manchester – The Heart of MCR BID is run by CityCo. The board of CityCo includes as directors two Manchester City Cabinet Members, one Salford City Cabinet Members and Two Manchester City officers.

Newcastle – the BID here is managed by NE1, which includes a two city councillors plus the chief executive on the board as Non-Executive Directors.

Nottingham – Business Led Board.

Sheffield – The board includes Deputy Leader & Cabinet Member for Business, Skills & Development, Sheffield City Council; and Director of Business Strategy and Regulation, Sheffield City Council).

Selected Wales BIDs

Swansea – BID Board includes two Cabinet Members.

Merthyr Tydfil – BID Board includes Cabinet Member.

EVEN BETTER TO VISIT, MEET, STUDY, WORK AND INVEST.



BUSINESS
IMPROVEMENT
DISTRICT
ARDAL GWELLA BUSNES

Vote **YES** to secure five years of new investment in Cardiff City Centre. ▶

2016-2021

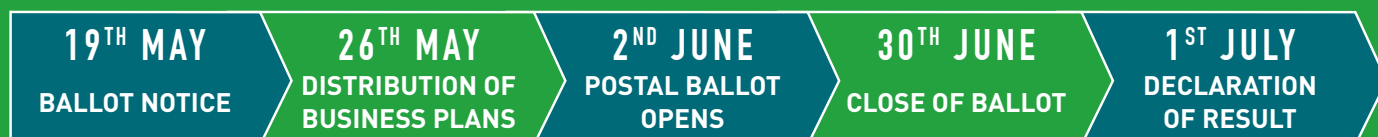
BUSINESS PLAN

WELCOMING

VIBRANT

INFLUENTIAL

LOOK OUT FOR YOUR BALLOT PAPER AND **VOTE YES** FOR CARDIFF BID



The BID Postal Ballot will take place between 2nd June and 30th June 2016. Your signed ballot must reach Electoral Reform Services by 5pm on 30th June.

Electoral Reform Services are the independent ballot organisers. Businesses occupying more than one eligible property will be sent more than one ballot paper - one ballot paper per property. Please use all your votes. Don't waste them.

The ballot will be carried out via post. Voting by proxy is available.

If you lose your ballot paper replacements can be issued. Please get in touch with The Cardiff BID team immediately you realise you need a replacement.

MEET THE CARDIFF BID TASK GROUP

The Task Group is a representative group of businesses that volunteered to work towards preparing the business plan and the ballot.



Simon Phillips
Marks & Spencer
& Task Group
Chair



Marie Fagan
Hilton Hotel/
Cardiff Hoteliers
Association &
Task Group Vice
Chair



Cliff Vanstone
John Lewis



Natasha Williams
S.A. Brain



Nick Newman
Brewhouse/
Cardiff Licensees
Forum



Bruno Nunes
Peppermint Bar/
Independent
Business



Phil Sheeran
Motorpoint Arena



Steven Salamon
Wally's Deli/
Independent
Business



Richard White
Boots



Stephen Widnall
Rightacres
Property Co Ltd



Ken Poole
City of Cardiff
Council



Paul Williams
City Centre
Manager



Nigel Griffiths
Chief Inspector
South Wales
Police



Stephen Madeley
St David's Dewi
Sant



Andrew Phillips
Savills /Castle
Quarter



Neil Wicks
National Museum
Cardiff

WHY VOTE YES?

From the Task Group Chair

I am delighted to be able to introduce this Business Plan for the Cardiff Business Improvement District (BID). The Plan is the result of extensive engagement and consultation with Cardiff businesses. A Task Team made up of local business representatives has been working hard, using the business feedback, to create objectives, projects, budgets and potential governance structures for a Cardiff BID. The time is right for a Business Improvement District in Cardiff city centre and we hope you take the time to read through the plan and support the ideas it includes. Cardiff is one of the last remaining UK cities without a BID and whilst our city centre is performing well, our competitors are adopting BID's to become more organised and are investing significantly in making their city centres great places to visit, meet, study, work and invest. Surely that is a vision that benefits the Capital City?



The BID is a great way to develop and manage the environment in which we all operate, providing business leadership for an area and acting as a stimulus for visible improvements, but importantly it also provides a united voice of influence and opinion.

The Cardiff BID will provide the opportunity for us to self-fund projects, for the benefit of all businesses in the area through tackling specific local issues and thereby enhancing the overall experience for visitors, shoppers and workers alike.

Businesses have said the BID should focus on encouraging people to visit more often, stay longer and invest more in the city centre. We hope you agree, and will join us by voting **YES** for Cardiff BID.

SIMON PHILLIPS
Marks & Spencer

**A CARDIFF BID COULD MEAN £7.5 MILLION
BEING RAISED BY BUSINESSES AND IS...**



INVESTED BY YOU

MANAGED BY YOU

BENEFITTING YOU

Cardiff BID will focus on making the city centre more Welcoming, Vibrant and giving you more Influence on how it's managed and improved.

Cardiff BID is about all city centre businesses including Retail, Office, Leisure, Professional Services, Culture, Education and Tourism.

By working together the Cardiff BID will make it a better place to visit, meet, study, work and invest.

**A BID TO FOCUS ON ENCOURAGING PEOPLE TO
VISIT MORE OFTEN, STAY LONGER AND INVEST
IN THE CITY CENTRE.**

WHAT IS A BUSINESS IMPROVEMENT DISTRICT (BID)?

A BID is a **business-led initiative** supported by government legislation, which gives local business the power to get together, decide what improvements they want to make in their city centre, how they will manage these and what it will cost them. BIDs have the power to raise and spend funds locally, with the sole aim of improving their trading environment.

BIDs have a maximum term of 5 years, which gives them a good length of time for businesses to feel the benefit of the services and projects delivered by the BID. BIDs deliver services and projects that are always in addition to those provided by the public agencies including Cardiff Council and the Police.

BIDs are usually run by not for profit companies and are **controlled by the businesses that fund them**. They are run as a private sector organisation with a business mind-set.

A BID can only be formed following extensive consultation with businesses. The ideas from the consultation are included in a business plan. A postal ballot is then carried out giving each eligible business the opportunity to **vote for the implementation of the BID Business Plan**. Since the legislation was introduced in the UK in 2004 nearly 200 BIDs have been formed, in locations including Belfast, Birmingham, Bristol, Leeds, Liverpool, Nottingham, Sheffield, Edinburgh and over 50 in London.



NATASHA WILLIAMS
S.A. Brain

“ Cardiff embracing the BID would be a great step forward in securing a collective responsibility for improving our fantastic city.”

VOTE
✓ YES

▶ BIDs operate for 5 years. Throughout the term they **are accountable to their levy-paying businesses** and must demonstrate how they make a difference. After 5 years, a re-ballot must be held to enable the BID to continue.

In order for a BID to be established, a ballot of all eligible businesses in the BID area is held. For the ballot to be successful, conditions must be met:

1. Over 50% of businesses that vote, must vote in favour of the BID.
2. Of the businesses that vote, those voting yes must represent a greater total rateable value than those who vote no.

The **BID levy will be mandatory** for all liable businesses in the BID area regardless of whether they chose to vote. If the BID is established, it will not be possible for a business to 'opt out'.

▶ UK experience shows how after 5 years, nine out of ten BIDs continue following a second vote, usually with a higher turnout and a stronger mandate. This demonstrates the power of BIDs and how they are regarded by the businesses that fund them.

AM I ELIGIBLE TO VOTE?



All businesses with a rateable value of £25,000 or more are eligible to vote in the ballot. Exempt businesses below this level are not eligible to vote but may opt to make a voluntary contribution and receive the same benefits.

WHY DOES CARDIFF NEED A BID?

Cardiff city centre is compact, vibrant, cosmopolitan, and great value for money. Cardiff is also one of the UK's fastest growing cities, with a rising population, new development and investment. It has been named as one of the best shopping destinations in the UK, hosts' brilliant major events that draw people from all over the UK and abroad, and is already one of the most liveable capital cities in Europe. So why does Cardiff city centre need a BID?

The city centre is performing well but if Cardiff aspires to continue to be amongst the best it needs to improve and become an even better place for all people to visit, meet, study, work and invest. A key part of making this happen is a "Yes" vote for Cardiff BID.

Cardiff continues to be rejuvenated; with major new developments, infrastructure and investment, yet public sector cuts and reduced spending are an ongoing challenge, one faced by every UK city. A BID is a key piece in the jigsaw, which opens the door for all business sectors (retail, leisure, office, entertainment, culture) to work together with the public sector to create a meaningful resource and have a greater say in making change happen – to make the best of what we have already and invest in improvements.

Cardiff is one of the few remaining UK cities not to have established a BID, and our neighbours and competitors are already benefiting from businesses taking that leap to invest in their own future and are now reaping the rewards.

■ ■ **Cardiff has a long tradition of excellent independent businesses and the Cardiff BID is playing a key role in supporting this. The Cardiff independents fund will enable us to showcase exactly what it is that makes our businesses unique and allows Cardiff as a city to shout about the variety and quality of its independent offer. The high proportion of high quality independents in Cardiff makes it an exceptional city. The Cardiff BID is committed to recognizing, celebrating and supporting our vital contribution to the local economy. "**

STEVE BARKER
Coffee Barker

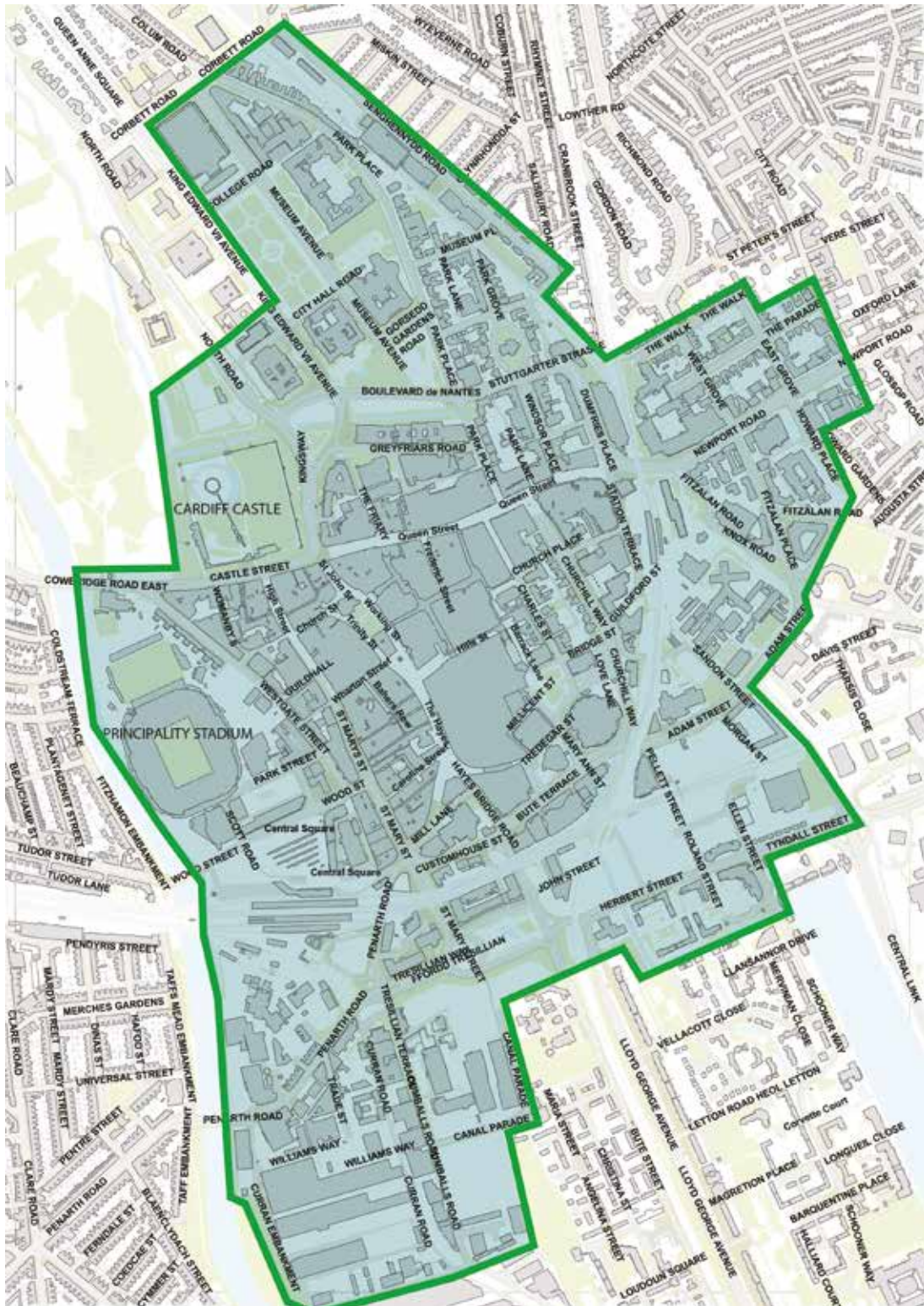


VOTE
✓ **YES**

CARDIFF BID AREA

Cardiff has developed with several distinctive business zones all within close proximity to the centre of the city. The BID area has been carefully chosen to include all of these established and developing zones, and the key business sectors reliant on the city centre for

commerce, infrastructure and profile. The BID funds will only be invested in projects that benefit the businesses within this area, in line with statutory regulations.



CARDIFF BID AREA

The following streets are located within the BID operating area:

Adam Street	Ellen Street	Moira Terrace	Stuttgarter Strasse
Bakers Row	Fitzalan Place	Morgan Arcade	The Friary
Barrack Lane	Fitzalan Road	Morgan Street	The Hayes
Boulevard de Nantes	Frederick Street	Museum Place	The Parade
Bridge Street	Garth Street	Newport Road (between Dumfries Place & junction with City Road & Glossop Road)	The Walk
Bridge Street Arcade	Golate		Town Walk
Brigantine Place	Gorsedd Garden Road		Town Wall
Bute Terrace	Grand Arcade	Newport Road Lane	Town Wall South
Callaghan Square	Great Western Lane	North Road (between Dukes Street & junction with City Hall Road)	Trade Street
Canal Parade	Greyfriars Place		Trade Street Lane
Caroline Street	Greyfriars Road	Old Arcade	Tredegar Street
Castle Arcade	Guildford Crescent		Tresillian Terrace
Castle Street	Guildford Street	Park Grove	Tresillian Way
Cathays Park	Guildhall Place	Park Lane	Trinity Street
Cathedral Walk	Hansen Street	Park Place	Tyndall Street
Central Square	Harlech Court	Park Street	Union Street
Charles Street	Havelock Street	Pellett Street	Victoria Place
Church Place	Hayes Arcade	Penarth Road (between Tresillian Way & Curran Embankment)	Wesley Lane
Church Street	Hayes Bridge Road		West Canal Wharf
Churchill Way	Hayes Place	Quay Street	West Grove
City Hall Road	Herbert Street	Queen Street	Westgate Street
College Road	High Street	Rosemary Street	Wharton Place
Crawshay Street	High Street Arcade	Royal Arcade	Wharton Street
Crockherbtown Lane	Hills Street	Sandon Street	Williams Way
Curran Embankment	Howard Place	Saunders Road	Windsor Lane
Curran Road	John Street	Scott Road	Windsor Place
Custom House Street	Jones Court	Senghennydd Road	Womanby Street
David Street	King Edward V11 Avenue	St Andrews Crescent	Wood Street
Duke Street	Kingsway	St Andrew's Lane	Working Street
Duke Street Arcade	Knox Road	St Andrews Place	Wyndham Arcade
Dumballs Road (between Tresillian Way & junction with Curran Road)	Little Frederick Street	St Davids Way	
	Lloyd George Avenue	St Davids Dewi Sant	
Dumfries Place	Love Lane	St John Square	
East Grove	Mary Ann Street	St John Street	
Edward Street	Mill Lane	St Mary Street	
	Millicent Street	Station Terrace	

A BUSINESS PLAN WRITTEN BY BUSINESSES LIKE YOU

For the past 12 months, the Cardiff BID Team has listened to your views on a BID for Cardiff City centre. The consultation process has included:

- surveys,
- business workshops and
- face-to-face meetings.

Individual and group meetings with City centre businesses, public agencies and stakeholders at local and national headquarters have shaped the development of this Business Plan. As a result of this engagement hundreds of businesses have had their say and have told us what they want for the City.

CONSULTATION OVER THE PAST 12 MONTHS HAS BEEN EXTENSIVE, INCLUDING:

1

A city centre business survey distributed to 1,000 businesses

2

Formation of a BID Task Group – representative of the BID study area both by sector and geographically (see Cardiff BID Task Group)

3

Consultation with the Public Agencies who currently provide services within the city centre

4

Programme of workshops – to allow businesses to engage with the process in more depth

5

One-to-one business meetings

6

Presentations to the sector groups such as the Cardiff Hoteliers Association and Licensees Forum

7

Launch of draft Business Plan including coverage online, TV and radio

8

Draft business plan delivered to all eligible businesses

9

Open business meetings to discuss the draft Business Plan

WHAT WE PLAN TO DO

It is important that the BID projects reflect the ideas and address the needs of the businesses who are investing into it. Our consultation to date has found that businesses across all sectors share many similar priorities and needs.

▶ **OVER THE NEXT 5 YEARS, BUSINESSES HAVE SAID THAT THEY WOULD WANT A BID TO FOCUS ON ENCOURAGING PEOPLE TO VISIT MORE OFTEN, STAY LONGER AND INVEST MORE IN THE CITY CENTRE.**

You have told us that the BID needs to spend its first term **building credibility and making a visible difference**. This means improving the quality and consistency of the city centre experience for all our businesses, visitors, employees, students and investors. **Once we have achieved our goals we will actively seek recognition for what we have accomplished through accolades and national awards**. Businesses want to be more involved in shaping the decisions that affect them most and to work together to genuinely influence the way the city centre is managed.

Cardiff BID is about all the city centre businesses including Retail, Office, Leisure, Professional Services, Culture, Education and Tourism. By working together the Cardiff BID will make it a better place to visit, meet, study, work and invest.

▶ **IN SUMMARY, BUSINESSES HAVE SAID IN THE FIRST 5 YEARS THEY WANT THE CITY CENTRE TO BECOME MORE:**

WELCOMING

Providing a Capital welcome that is cleaner, safer and greener

VIBRANT

That is lively, entertaining and easier to know about and to get to

INFLUENTIAL

Business working better together, reacting quickly, with resources, whilst helping to reduce costs



“easyGym is supporting the Cardiff BID to help promote a diverse retail and leisure experience, and provide more reasons for the city centre workers, students and visitors to spend time here during the day and evening. Investing significant sums in making the centre more welcoming and vibrant will benefit our businesses and the BID will help us to strengthen our networks with other businesses, to grow and evolve as new opportunities develop.”

ANDREW PHILLIPS
easyGym



VOTE
✓ **YES**

“Cardiff Licensees Forum urge its member to **vote YES**, this is not just because we think it is the right thing to do for our city centre but also because it is right for our businesses. A YES vote will mean exemption from a Late Night Levy for our businesses should it be introduced at some future date”

NICK NEWMAN
Brewhouse/Cardiff
Licensees Forum



VOTE
✓ **YES**

WELCOMING

£3M OVER 5 YEARS

BUSINESSES SAID...

We need to get the basics right and to improve standards and the presentation of the city centre, making it look good, feel safer and better managed. You want quality public realm and cleaner streets, enforcement of anti-social and unlicensed activity and investment to ensure customers can enjoy the night time economy without fears about safety and anti social behaviour.

CARDIFF BID WILL...

CLEANER

- Fund a dedicated **cleansing and waste team** to deal directly with business concerns; carry out tactical cleaning of frontages, doorways and hot spots that can quickly and efficiently target problem areas over and above those currently provided by the Council; and responding to business call outs and report/liaise with Cardiff Council.
- Work with Cardiff Council to ensure their cleansing and collection schedules supports the needs of the city centre businesses e.g. 'morning after', following major events, timely waste collections. Also, to work to provide information and advice to businesses on the presentation of waste.

SAFER

- Support a team of uniformed BID-branded **Cardiff Ambassadors** dedicated to ensuring the city centre is a safe, secure, managed environment. This team will provide a warm welcome to the BID area, be a hub of information for visitors and businesses, and become the face of our city centre.
- The BID is committed to investing in the management of the evening and night time economy, and to strengthening business participation with crime reduction partnerships and supporting any new or improved business crime management initiatives. The BID will work closely with the Police and Cardiff Council to design the programme of **investment for the evening and night time economy**, this will include support for the creation of dedicated additional police resource to maintain and improve the safety of the City centre.

- Add value to existing night time economy schemes, for example the **Street Pastors and Taxi Marshalls**, where they continue to provide valuable on street support for the city's night-time visitors. That means even more residents; students, visitors and employees will be able to benefit from the reassurance of using the city centre at night.
- The BID will seek to work with Cardiff Business Safe to continue to grow the existing **RadioNet Scheme**, a valuable tool linked with CCTV which shares information on incidents of crime and anti-social behaviour and potential offenders. The BID will look at linking the proposed Ambassadors and its 700 business members with the scheme, as well as seeking to reduce the cost to businesses, increase coverage and its effectiveness.
- Work with agencies around the reduction and improved management of the homeless community and strategies to **manage street begging and drinking**, both of which are highly visible on the streets.

GREENER

- Provide and tend to **additional planting and lighting** initiatives and help install floral displays to achieve a more attractive 'softer' environment across the whole of the BID area.
- Work with property owners and local authorities to urge for the improved presentation of the **key arrival points/gateways** and to be proactive in removing the clutter and distractions that currently exist.



HOW WE WILL WORK WITH THE LATE NIGHT LEVY?

The late night levy is a local authority power to raise a financial contribution from late-opening (after midnight) alcohol suppliers towards policing the night-time economy. This is separate from the BID, with Cardiff Council & the Police considering introducing a city wide Late Night Levy in the near future.

- If there is a successful YES vote, agreement has already been secured for a licensee's exemption from a future Late Night Levy. The exemption applies to all licensees located within the BID area and paying the BID levy. At the same time the BID will invest in managing the evening and night time economy, and strengthening business participation with

crime reduction partnerships to a level equal or greater than the amount a Late Night Levy would have raised from the city centre.

- For those licensed businesses that fall below the proposed £25,000 BID threshold, you are able to take out voluntary membership of the BID (see The BID Levy, page 18), and in return the BID is committed to paying, on your behalf, any future Late Night Levy. This is to ensure that all BID licensees are competing on an equal footing and encourage the growth of small independent licensees.

“ I am very supportive of the Cardiff Business Improvement District - bringing together retailers and other city centre businesses, to have a direct say in how their money is spent, will help bring focus and additional activity to our City.”

CLIFF VANSTONE
John Lewis



BUSINESSES SAID...

Cardiff has a great profile across the UK and globally as a city of attractions, big brand and independent shopping, international sport, culture and entertainment. There are also 1.6 million people living within an hours travel to the city centre and a footfall of some 40 million a year. You want the BID to focus on improving the city centre experience, whether for residents, students, employees and visitors. This means **making it easier to travel into and out of the city centre, capturing people more frequently and keeping them here for longer.** This would mean making the city centre busier and vibrant, both day and night, and all year-round.

CARDIFF BID WILL...

ENTERTAIN

- Invest in a city centre entertainment – to draw people into and around the whole BID area week in week out. Smaller, **more focused and more frequent street entertainment** will familiarise visitors with the entire city centre, and create a positive, welcoming atmosphere.

EVENTS

- We know the city is celebrated for its major events that enhance both the reputations of Cardiff and Wales. We will establish which events drive business growth with an objective of enhancing the events calendar to drive an even greater return for all sectors. This will include: **providing additional funds to support existing events that evidently boost business and establish new events in current quiet periods** which will increase footfall and spend e.g. fashion, food, culture, music, film and so on, e.g. Vogue's Fashion Night Out in Heart of Manchester BID.
- We will work with the Principality Stadium (former Millenium Stadium), Stadium Events Group, Cardiff Council and tourism partners to ensure **businesses have an open and positive input to the bidding, planning and management phases of major events held across the centre.** The BID would help coordinate a cross sector business group to discuss securing major events and commitments towards value for money, timing, frequency, impact and promotion.
- **Christmas campaign** -working in conjunction with other partners to build on and add value to the Christmas season in Cardiff city centre. The BID will ensure Christmas kicks off with a bang and is a world class and memorable experience.

INDEPENDENT

- **Independent businesses and the historic arcades are a crucial and distinctive feature of Cardiff's retail and leisure offer.** The BID is committed to celebrating and supporting their vital contribution to the charm, character and diversity of the City centre– this means there really is something for everyone.

The BID will **ring-fence over £500,000 exclusively for supporting independent businesses** and form a new independent business group to recommend how this fund is spent each year. In addition the proposed investment in entertainment, events and marketing will include bespoke independent aspects to each campaign. Ideas include promoting the combined attraction and unique character of all the historic arcades, a map of all independent stores, special promotions weeks, rewards and loyalty schemes supporting local independent shopping.

- Many of the smaller independent traders fall below the £25,000 rateable value threshold and will not automatically contribute to the BID. However, exempt businesses can become voluntary members and make an annual £250 contribution which will boost the ring-fenced pot and so directly benefit from the funding available and the independent initiatives that are delivered.

STUDENTS

- There are 75,000 students within the catchment of the City centre, and with new developments taking place, the number of students living in the centre continues to grows. The BID will forge closer links between businesses, universities and colleges to build a greater understanding of how to **create an exciting and appealing offer**, to manage issues as they arise, and hopefully encourage more students to choose Cardiff and stay here once qualified.

CITY CENTRE WORKERS

- Many office sector businesses have told us how important a vibrant, safe and accessible city centre is to the recruitment and retention of their workforce. The same has been said about encouraging clients and suppliers to visit and spend more time in Cardiff. **The BID would ensure that the Cardiff city centre experience is good for their employees and good for promoting their own business.**

AFTER WORK & EVENING ECONOMY

- Successful cities have often established diverse retail and leisure experiences that appeal to employees and visitors in the evening. The BID will work with businesses to **establish a strong and viable evening economy** that encourages people of all ages to stay in the city after work, or to visit the city more regularly in the evening.

PUBLICISE IT!

- If we are putting on entertainment, running events, have special promotions or know about the great things our partners are doing, **the BID will have a solid communications strategy and make sure all 700 levy paying businesses know about it so you can also tell your customers and employees.** We will liaise with the shopping centres and other agencies who are already marketing themselves and Cardiff – in order to **avoid duplication and to improve the coordination of information.**
- We will develop effective website and digital platforms and excellent media relations to spread the word.

EFFORTLESS

- Working with the Council, transport and parking operators, the BID will seek to **make it easier to access and to navigate around the city centre.** The BID will promote information about routes into the city, car parking availability/locations/cost, navigating the city centre, opening hours, best times to visit the city, and so on. Lack of clarity around these issues can prevent people from visiting the city particular during peak periods and major events.
- We will **support cyclists through improved secure facilities.**
- We will review existing information signage to reflect the changing appearance and behaviours of city centre users and invest in this **so that the whole business community feels that it is cohesive, consistent and easier for all people to use.**

IDENTITY & RECOGNITION

- The BID will establish an **instantly recognisable identity**, so visitors know they are within a managed area and can expect a high quality, lively, diverse and memorable experience provided by the BID.
- We will **actively seek national recognition for what we have achieved** in making the city centre more welcoming and vibrant through national awards.
- The BID would work with partners responsible for the place marketing and management of Cardiff and support a strategy to widen Cardiff's appeal - to help promote to a wider audience beyond the immediate catchment area and into national and international markets. Key targets would be business tourism and conferences.



“Focussing resources and strategy will enable us to be far more effective, helping Cardiff city centre to be an attractive, vibrant and thriving trading centre into the future.”

STEPHEN WIDNALL
Rightacres





“ We fully support Cardiff BID, it will enable all retailers, both national and independent, to work together to provide a better experience for residents and visitors. The independent sector in Cardiff is creative, talented and hard-working and has been vital to Cardiff’s growth for over a century, and the BID will inject important new funding to ensure this continues.”

STEVE SALAMON
Wally's Deli



BUSINESSES SAID...

The business community needs to work more collectively, binding all the key sectors together around mutual priorities. You also want an independent business voice that is heard on the bigger issues and with the resources and clout to get things done and help you perform effectively.

The Cardiff business environment is clearly on the move and the BID will represent your interest wherever it can. For example, there are important discussions taking place around new investment, transport infrastructure and Council resources, the Cardiff Capital Region, City Deal and Enterprise Zone.

CARDIFF BID WILL...

INFORM & REPRESENT

- Cardiff BID will provide a **collective voice for over 700 businesses** and several sectors, and will communicate and negotiate with other key representative groups.
- The BID has a **commitment to regularly communicate progress** with businesses through quarterly newsletters and annual reports.
- We will have independent resources and the financial capacity to **influence and inform key decisions** that are vital to the city centre and keep you informed of key issues that matter to you.
- The BID will also be able to undertake its own **independent research** in to the key issues that affect businesses and to help influence city decision-making.
- Lobby Cardiff Council and other regional agencies on behalf of BID businesses. We will have **regular meetings with senior Political leaders and Council Officers**, providing access to robustly represent the views of the BID community.

COLLABORATE

- **Superfast Broadband** - To upgrade the quality of city centre broadband for small businesses, the BID will work in partnership with BT to invest in targeted superfast broadband improvements. This could include fibre optic improvements for individual streets and arcades, and investigating and communicating with BT the benefits of new technology to drive business investment in a smarter city centre. The BID will support new pilot initiatives that create lower cost and high bandwidth connectivity for smaller businesses.
- **City Centre Car Parking** - The BID will work in partnership with car parking operators to develop initiatives to lower prices and encourage visitors to stay longer. New initiatives will work alongside projects to make the centre more welcoming and vibrant therefore helping drive footfall/flow and spend.
- **Education & Training Opportunities** - Local colleges and universities offer businesses the opportunity to benefit from training, research and academic opportunities. Working in partnership, the BID will help strengthen ties between education and business, including the promotion and delivery of affordable and flexible apprentice schemes and internships, tailored training and business clinics.
- We will provide a **focus point for strengthening business networks, communications, incubating new ideas** and collaboration between all city centre businesses regardless of sector.
- We will work with local authorities and economic development agencies to assist them with **attracting local, national and international investors**.



ALWEN WILLIAMS
Director Wales/
Cyfarwyddwraig Cymru
BT Group

“ BT will work in partnership with the BID to invest in targeted superfast broadband improvements for individual streets and arcades. This is a great example of how the BID can help drive business investment in a smarter city centre.”

VOTE
✓ YES

INFLUENTIAL

£500K OVER 5 YEARS

CUT BUSINESS COSTS- IMPROVE PERFORMANCE

- We will use our collective buying power to **negotiate discounts on business costs** such as waste collection, energy, insurance, legal fees etc.
- The BID will inform you of any new economic initiatives with business finance or grants to support your growth. For example the Digital Cardiff project that offered grants to upgrade to super-fast broadband.



VOTE
✓ **YES**

“ Cardiff does partnership very well - we are much stronger as one and by working together we can reduce our costs and help the city centre to flourish.”

MARIE FAGAN
Hilton Hotel



HOW WILL I BENEFIT AND IS THIS FAIR?



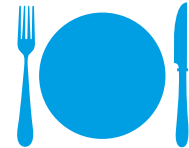
I AM AN OFFICE BASED BUSINESS OR NON-RETAILER

- A better-quality, more prestigious, and vibrant environment for your business, clients and staff.
- Safer streets, and well managed day and evening location.
- Better broadband coverage.
- Reduced costs through collective purchasing of services such as advertising, waste collection, insurance, confidential shredding etc.
- Perks for staff i.e. special promotions, events leisure initiatives.
- Better access and parking for staff and clients.
- Networking opportunities , better links with education and training.
- Working together and using each other's services.
- An influential business voice speaking up for you on the strategic issues.



I AM IN RETAIL, LEISURE OR ENTERTAINMENT

- Professionally managed, safer, cleaner and greener customer destination.
- Saving you money with a collective buying scheme (e.g. energy, insurances, merchant card charges, trade waste). For many these savings will cover your annual levy payment.
- Increased footfall & encourage customers to stay longer.
- Working to make it easier and less costly to park.
- More events that work better for businesses.
- Improved signage and information encouraging the flow of customers through the whole centre.
- Access to training.
- An influential business led body that tells you what's going on and represents you.



I AM IN HOSPITALITY CAFÉ, RESTAURANT, ACCOMMODATION OR PUB

- A better-quality, more prestigious, and vibrant environment for your business, clients and staff.
- Safer streets, and well managed day and evening location.
- Better broadband coverage.
- Reduced costs through collective purchasing of services such as advertising, waste collection, insurance, confidential shredding etc.
- Perks for staff i.e. special promotions, events leisure initiatives.
- Better access and parking for staff and clients.
- Networking opportunities , better links with education and training.
- Working together and using each other's services.
- An influential business voice speaking up for you on the strategic issues.

HOW WILL I BENEFIT AND IS THIS FAIR?

AND WHAT IF I VOTE "NO"

- We would lose the opportunity for over £7.5m private sector investment - we've tried to keep the levy low to only tackle the most important business concerns.
- Without investment, the conditions in which businesses are trying to trade in Cardiff are less likely to adapt and respond quickly enough. At the same time our competitors get stronger by forming their own BIDs.
- There will be no business voice, representing all business sectors, and with the resources to lever influence and make change happen

AM I ELIGIBLE TO VOTE?

All eligible businesses with a rateable of £25,000 or over will be able to vote (see BID Levy Rules section for those exempt from paying).

ISN'T THIS WHAT I PAY MY BUSINESS RATES FOR?

No. Business rates are collected by Cardiff Council and then re-distributed at a national level. The Council spends the allocated funding on services that are both statutory and discretionary. Businesses have very little say on what these services are.

BIDs are different. The money is collected locally, ring-fenced and controlled and managed by you. It can then only be spent on projects you have agreed to within the BID area. The BID levy does not pay for anything covered in your business rates. You know exactly how much you pay and you know exactly what it is being spent on.

AREN'T BIDS JUST A WAY OF LOCAL AUTHORITIES SAVING MONEY?

No. Baseline services provisions must be set out by all public bodies providing statutory services. Legally, a BID can only deliver over and above these existing services and part of the BID's role will be to make sure local public agencies are delivering against these statements. Statements have been established for:

- Car parking and enforcement
- Highway maintenance
- Street lighting and furniture
- City Centre Management
- Seasonal floral decorations, parks and recreational spaces
- Tourism
- Police
- Community Safety
- CCTV
- Street Trading and Enforcement

These are available on the BID website cardiffbid.com

Cardiff Council and other public bodies will also be levy payers and the BID will work with them and seek further match-funding for projects to generate additional income.. Businesses see BIDs as a way of enhancing and improving issues that wouldn't otherwise be dealt with, which is why more and more locations are adopting the model.

HOW WILL I KNOW IF THE BID IS DELIVERING THE CONTENTS OF THIS PLAN?

The BID will focus its resources on delivering the five objectives outlined in this plan. The BID will communicate its activity regularly and will be able to report on a variety of different performance indicators, as outlined on page 22. Ultimately, the business plan is binding and any significant or substantial change on what is set out here would need to be put to a vote of the levy payers.

ISN'T THIS A BAD TIME TO BE ASKING BUSINESSES FOR MONEY?

Not at all, it's a good time to be planning ahead. We know we have a great city centre, with top quality businesses and a special leisure, cultural and heritage offer. You have told us there is a huge amount of potential to be realised, so we want that potential to be met. The BID is a vehicle by which we can make this happen. BIDs aim to drive investment to increase sales and improve your trading environment and save businesses money. Businesses know how to deliver this best, which is why BIDs have an ever-growing track record of improving trading environments and bringing more customers into an area.

WHY ARE BUSINESSES WITH A RATEABLE VALUE BELOW £25,000 EXEMPT AND WHY ARE THE SHOPPING CENTRE AND ARCADE TENANTS GETTING A DISCOUNT OF UP TO THE MAXIMUM 0.3% ?

The overhead cost in order to provide a tangible service and high quality projects would exceed what the smallest businesses would pay. Exempt businesses are not eligible to vote but may opt to make a voluntary contribution and receive the same benefits. (See below)

About a third of the value of the projects identified in the Business Plan are already provided to Shopping Centre and Arcade tenants through their service charge hence the discount. Different centres and arcades provide different levels of services and this is why the amount of discount will vary between different managed estates.

WHAT OTHER LOCATIONS ARE DOING THIS?

There are many examples of BIDs and their businesses gaining from voting 'yes' to a BID. Swansea, Newport and Bristol are nearby examples and Birmingham, Manchester, Liverpool, Nottingham, Sheffield, Belfast, Edinburgh and London are a few who have benefited from BIDs being set up for their cities.

THE BID LEVY

Cardiff BID will be financed through an annual levy of 1% of the rateable value of your premises. The levy will apply to all business rate payers with a rateable value of £25,000 or more. Eligible levy paying businesses located in shopping centres and arcades will pay a BID levy of between 0.7% and 1%. This takes the payment of their existing service charges into account.

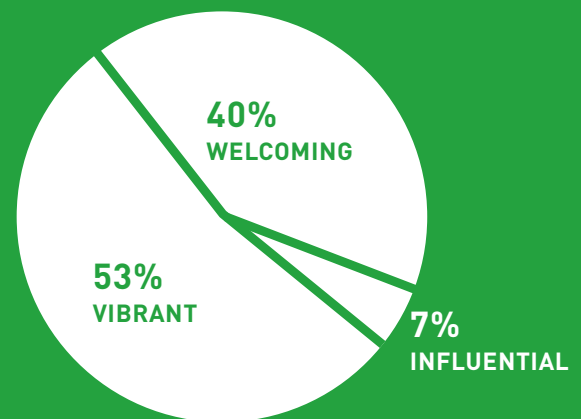
Over the 5 year term, the BID will therefore result in an investment of over £7.5 million into business in Cardiff City Centre. The annual levy is an investment. In return for your investment, your business benefits from additional projects and services. The BID company will be accountable for every £1 it receives or generates.

**TYPICALLY, FOR EVERY £1 INVESTED,
BUSINESSES CAN EXPECT TO SEE A £3 RETURN.**

EXAMPLE BID LEVY

RATEABLE VALUE	MAXIMUM ANNUAL LEVY	MAXIMUM DAILY EQUIVALENT
£25,000	£250	£1.20
£50,000	£500	£2.40
£75,000	£750	£3.60
£100,000	£1,000	£4.80
£200,000	£2,000	£9.60
£300,000	£3,000	£14.40
£750,000	£7,500	£36.00
£1,000,000	£10,000	£48.00
£2,000,000	£20,000	£96.00

TOTAL BUDGET £1.5M PER ANNUM



15-20% of the income will be spent on overheads and management of the BID. BIDs normally expect to generate between 15-20% additional income from other sources to help offset its overheads.

▶ Your BID levy is tax deductible.

VOLUNTARY MEMBERSHIP AND ADDITIONAL INCOME

The BID will also run a voluntary membership scheme for smaller businesses in the BID area with a rateable value of less than £25,000, and those in sectors outside Retail, Leisure, Culture, Tourism, Office and Commercial to make a voluntary investment which entitles them to all the projects and services outlined in the Business Plan as well as full rights in the governance and management of the BID Company.

This will enable them to invest and share in the benefits of the BID. A board position can be allocated for voluntary contributors who are members of the BID Company. The BID can also seek additional income, grants and project match funding to deliver further value for money. In addition, the BID potentially has the power to run commercial services or other income generating activities.

CARDIFF BID BUDGET AND INCOME 2016-2021

Item	2016/17	2017/18	2018/19	2019/20	2020/21	5 Year Totals
INCOME						
BID Levy	£1,460,170	£1,460,170	£1,460,170	£1,460,170	£1,460,170	£7,300,850
Additional Income	£265,000	£265,000	£265,000	£265,000	£265,000	£1,325,000
Total Income	£1,725,170	£1,725,170	£1,725,170	£1,725,170	£1,725,170	£8,625,850
EXPENDITURE: PROJECTS & SERVICES						
Welcoming	£665,000	£665,000	£665,000	£665,000	£665,000	£3,325,000
Vibrant	£726,670	£726,670	£726,670	£726,670	£726,670	£3,633,350
Influential	£85,000	£85,000	£85,000	£85,000	£85,000	£425,000
Staff	£140,000	£140,000	£140,000	£140,000	£140,000	£700,000
Training	£1,500	£1,500	£1,500	£1,500	£1,500	£7,500
Office and IT Support	£25,000	£25,000	£25,000	£25,000	£25,000	£125,000
Insurance	£2,500	£2,500	£2,500	£2,500	£2,500	£12,500
Levy Collection Costs	£37,500	£37,500	£37,500	£37,500	£37,500	£187,500
Professional Fees	£1,600	£1,600	£1,600	£1,600	£1,600	£8,000
Bank Charges	£400	£400	£400	£400	£400	£2,000
Contingency	£40,000	£40,000	£40,000	£40,000	£40,000	£200,000
TOTAL EXPENDITURE	£1,725,170	£1,725,170	£1,725,170	£1,725,170	£1,725,170	£8,625,850
Surplus/Deficit	0	0	0	0	0	

1. Up to £250,000 pa expenditure will be spent on evening and night time economy safety and management initiatives
2. Additional income from City Centre Management refers to existing staff and resources and is not direct income for the BID

All of the funding for the BID will be ring-fenced and can only be spent on additional projects and services that businesses have agreed to in this Business Plan. The BID Company decides on the apportionment of its management and overhead costs. In the Cardiff BID management and overhead costs will be under 20% of total income.

As an independent, private company, the BID can also seek additional financial contributions and match-funding on projects. Experience from other BIDs suggest that on average a BID can lever in additional resources of around 20%. This ensures local businesses can get even better value for money and that we can invest in exciting opportunities for Cardiff City Centre.



TOM MORGAN

Bar 44

- “ The Cardiff BID aims to improve the city centre experience for visitors and businesses and support a wide range of initiatives to create a pleasant, safe and accessible environment. The income that is generated from the levy will be used by the traders in the City Centre to its best advantage. We can have a say in how to make Cardiff a better place.”

VOTE
✓ **YES**

THE BID RULES EXPLAINED

The BID legislation regulates BID ballots and the framework under which BIDs must operate. Key points are:

BID CREATION AND THE BID BALLOT

- Each business ratepayer that would be liable for the BID levy will have one vote for each of their eligible properties, provided they are listed on the Non-Domestic Rates list as provided by Cardiff Council on 28th April 2016.
- None of the costs incurred through the development of the BID and before the formal ballot will be paid for by the BID levy.

THE BID LEVY AND WHO CONTRIBUTES

- The BID levy rate will be fixed for the full term of the BID (five years) and will not be subject to inflation or alterations.
- The BID levy will be applied to all businesses within the defined area with a rateable value of or exceeding £25,000, provided they are listed on the Non-Domestic rates list as provided by Cardiff Council. The following will be exempt from paying the levy:
 - » **Organisations with a Rateable Value of below £25,000.**
 - » **Non-retail charities with no trading income, arm or facilities and are entirely volunteer based.**
 - » **Non-Profits with an entirely subscription and volunteer-based set up.**
 - » **Businesses that fall in the following sectors, industrial, manufacturing, storage, and workshop**
 - » New businesses will be charged from the point of occupation based upon the rateable value at the time they enter the rating list.
 - » If a business ratepayer occupies the premises for less than one year, the levy paid will be on a daily basis.
 - » Vacant properties, or those undergoing refurbishment or being demolished will be liable to pay the BID levy by the property owner or registered business ratepayer.
 - » The BID levy will not be affected by the small business rate relief scheme, exemptions, reliefs or discount periods in the non-domestic rate regulations prevailing at the time.
 - » The BID Levy will not be affected by service charges paid to landlords.

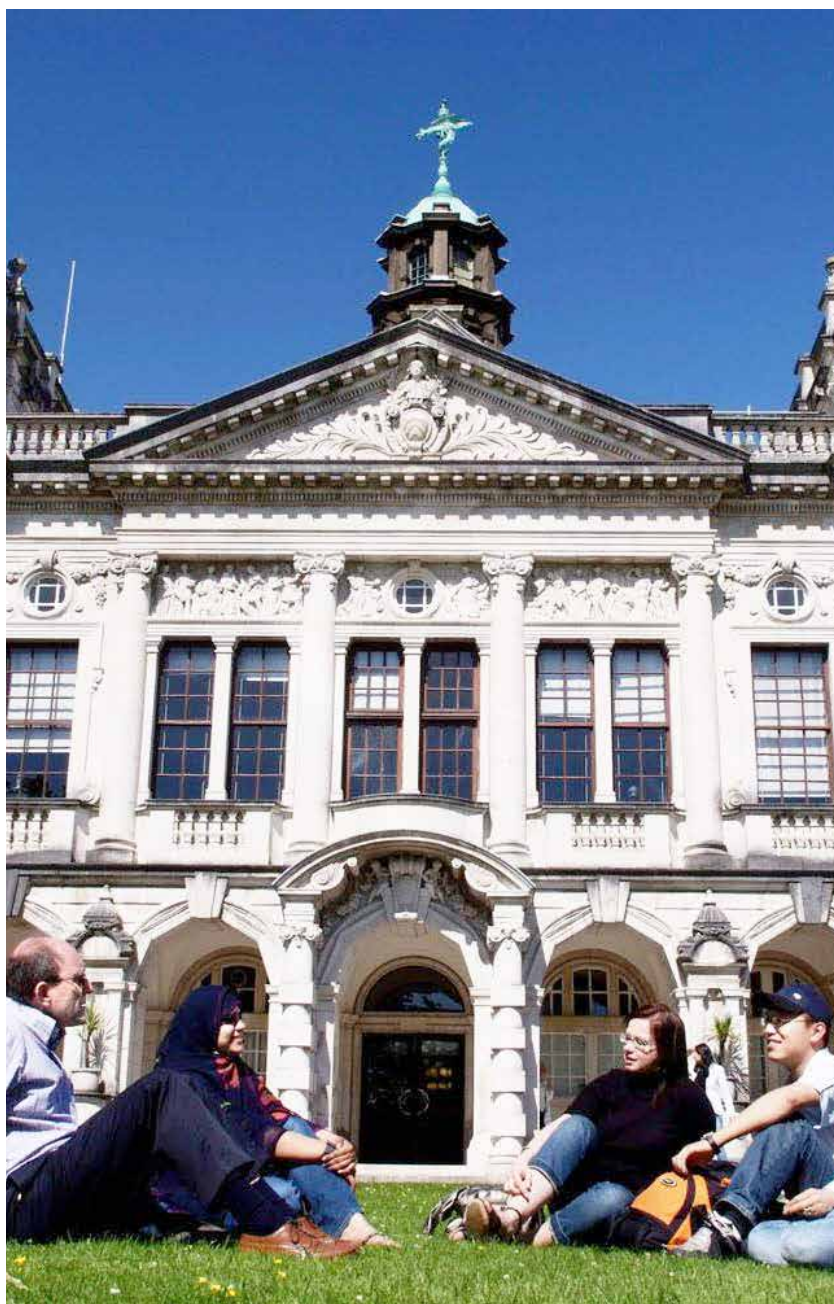
- » VAT will not be charged on the BID levy.
- » Eligible ratepayers within a shopping centre or arcade and paying a service charge will receive a **discount of up to a maximum 0.3%. This will dependent on the management providing a service charge schedule for the BID to assess the actual level of discount. If no satisfactory service level schedule is provided then the full levy rate will apply in those centres and arcades.**
- » The levy amount or boundary area cannot be increased without a full alteration ballot. However if the BID Company wishes to decrease the levy amount during the period, it will do so through a consultation which will, as a minimum, require it to write to all existing BID levy payers. If more than 25% object in writing then this course of action will not proceed.

BID OPERATIONS AND MANAGEMENT.

- The Billing Body is authorised to collect the BID levy on behalf of the BID Company.
- Collection and enforcement regulations will be in line with those applied to non-domestic business rates, with the BID Company Board of Directors responsible for any debt write-off.
- The BID funding will be kept in a separate BID Revenue Account and transferred to the BID Company.
- BID projects, costs and timescales may be altered by the BID Board of Directors, provided they remain in line with the overall BID objectives.
- The BID Board of Directors will meet at least six times a year. Every levy paying business will be eligible to be a member of the BID Company. Company members can vote at annual general meetings.
- The BID Company will produce a set of annual accounts made available to all company members.
- BID staff will be appointed, will be based in the City Centre and will work with the appropriate agencies to deliver the programme of projects.
- The BID will last for five years. At the end of the five years, a ballot must be held if businesses wish the BID to continue.

“ The St Davids Partnership fully support the proposal for a Cardiff BID, it will be good for the city centre and all business sectors.”

STEPHEN MADELEY
St David's Dewi Sant



BID GOVERNANCE AND MANAGEMENT

A new independent, non-for-profit company, limited by guarantee, will be established to govern the BID and will be known as Cardiff Business Improvement District Limited.

This organisation will have a board of directors, directly accountable to BID levy payers for:

- Effective delivery of the projects and services as set out in the BID Business Plan.
- Upholding and promoting the BID's vision and objectives.

The Board will serve voluntarily (without payment) and will be composed to reflect the make-up of the town's businesses and organisations. Cardiff BID will have the following board composition:

Accommodation	1
Banks & Services	1
Education	1
Entertainment/Leisure	1
Food & Drink (including Licensees)	2
Office/Professional Services	2
Independent Retail	2
National Retail	2
Public Sector	2
Property/Investor/Voluntary Contributor	1
TOTAL	15

To ensure continuity, the BID Task Group will serve as the Cardiff BID Board in year one, and thereafter an annual election will be held where any levy paying business will be eligible to stand for BID board director.

As a levy payer, you will have a stake in the BID company. You will control what the BID funds are spent on and you can hold the BID company accountable throughout the duration of the five years. The BID company will not be able to make a profit – any surplus must be spent on projects and services agreed by you and the Board of Directors.

BID's are lean organisations, and the Cardiff BID will keep its overheads as low as possible and amounting to no more than 20% of its total income, whilst also employ a dedicated, full-time staff resource to ensure the projects outlined in this business plan are delivered effectively and efficiently. The BID is likely to employ a BID Director, Operations Manager and an administrative support position. The BID Director will be the main liaison point between the BID Board of Directors and the businesses. They will be responsible for:

- Being the main contact point between levy payers and the board
- Delivery and management of the BID Business Plan
- Seeking additional financial contributions towards the BID company

If successful at vote, Cardiff's BID's term will commence in Autumn 2016. It will run for five years and then be required to seek renewal through a new ballot.



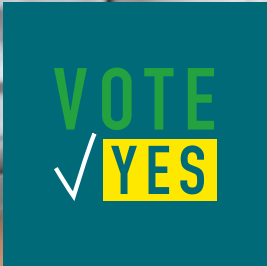
“A BID in Cardiff is an opportunity for the city to thrive. Businesses will be able to collectively invest in the market in which they trade and in doing so ensure the environment is attractive as possible to existing, potential and future customers.”

ANDREW PHILLIPS
Savills

VOTE
✓ **YES**

“ Put simply, the BID will work for all city centre businesses and we will have the opportunity to sit at the table of all the key decision making forums of our city thus aiding the representation of ourselves far better than anything else has ever in the past.”

BRUNO NUNES
Peppermint Bar



MEASURING PERFORMANCE AND REPORTING BACK

We believe true accountability comes from asking those levy payers who help create and fund the BID to tell us on a yearly basis how they feel the BID Team and Board Members have delivered versus the annual business plan.

Cardiff BID will need to show it is delivering against its objectives and for your business. The Board will set the key performance indicators (KPIs) and criteria upon which to measure the BID's performance. Examples of the criteria the BID will use include:

PERFORMANCE DATA

- Footfall figures
- Occupancy rates
- Car parking data
- Crime data
- New Business Activity

ANNUAL SURVEYS

- Business feedback
- Consumer feedback

VALUE FOR MONEY AND PROFILE MEASUREMENTS

- Media coverage
- Website and social media visits and interaction
- Service take up rates and cost saving initiatives calculated
- Business feedback
- Consumer feedback



These activities will be carried out at appropriate regular intervals and will be reported back to you via:

1. Direct Communications (for example: e-bulletins, letters and face-to-face meetings)
2. Group Forums and Briefings
3. Annual Meetings
4. Annual Reports



“ For Amgueddfa Cymru - National Museum Wales, and specifically National Museum Cardiff, the BID is a key opportunity to strengthen the role and profile of our World class cultural offer, to build new audience and increase visitors to the City. It will also help strengthen our ties with other tourism businesses. But its not just visitors that will benefit. A more welcoming, vibrant and safer city centre will be good for our staff as well.”

NEIL WICKS
National Museum Cardiff

SOME OF OUR SUPPORTERS



- ▶ Remember, the BID Ballot will take place from 2nd June 2016 and you have until 5pm on 30th June 2016 to vote.

VOTE

✓ **YES**

CARDIFFBID.COM

If you have any questions or for more information contact:

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MO ASWAT PROJECT DIRECTOR
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**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

ALTERNATIVE DELIVERY MODEL – LEISURE CENTRES

REPORT OF DIRECTOR OF CITY OPERATIONS

AGENDA ITEM: 4

PORTFOLIO: COMMUNITY DEVELOPMENT, CO-OPERATIVES AND SOCIAL ENTERPRISE (COUNCILLOR PETER BRADBURY)

Appendices 4, 5 and 6 to this report are not for publication under Schedule 12A Part 4 paragraph 14 pursuant to Schedule 12A Part 5 paragraph 21 of the Local Government Act 1972 (as amended). It is viewed that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Reason for this Report

1. To consider the proposed appointment of a preferred bidder for the operation and management of the Council's leisure centres.

Background

2. On 15 May 2014, the Cabinet considered a report entitled 'Establishing a Programme of Organisational Change for the City of Cardiff Council'. The report acknowledged that, in order for the Council to effectively address the significant challenges it immediately faces, the Council will need to fundamentally challenge the way that its services are currently delivered and consider a full range of service delivery models and providers in order to meet demand pressures and reflect budgetary realities.
3. To this end, the current Corporate Plan 2016-18 includes a commitment to: *"establish the future leisure needs of the city and develop options for alternative models for the sustainable delivery of leisure infrastructure and services by June 2016"*.
4. The current total net subsidy paid to those leisure services relevant to this report was £3.268million in 2015/16 and is projected to be £3.450million for 2016/17. The Council's view is that this level of subsidy cannot be maintained in a regime of significant fiscal contraction. The objectives of any future delivery model which is adopted for the Council leisure services must include the elimination, or at least significant reduction, of this subsidy through income generation and cost reduction.

5. A key theme of the management of the leisure facilities is the focus on healthy living, with the following elements also sought:
 - Healthy Living – ensuring that residents experience good health and live an active life
 - Children and Young People – ensuring that children and young people are healthy, safe and enjoy a range of activities
 - Strong Communities – ensuring that people engage with their communities and that the voluntary sector is strong and supported.
 - Sustainable Facilities – ensuring that appropriate investment is secured for the facilities that will enable the needs of the residents to be met and that energy efficiency and environmental sustainability is at the heart of the operation of the facilities.
 - Cost Effective Delivery – enabling maximum financial performance and long term stability of the facilities, whilst supporting social outcomes.

6. In April 2014, the Council commissioned a report entitled “Sport, Leisure and Arts Services Management Options Appraisal” from Max Associates, a company with wide experience of the leisure market. Max Associates worked with council officers in the former Sport, Leisure and Culture Directorate for three months and compared the financial and operational performance of the service with national data sets. The report examined three possible options for the future delivery of leisure centre services:
 - Continuation of in-house operated services.
 - Establishment of a local trust or trusts to operate leisure centres.
 - Contracting with an established trust or private sector partner to operate leisure centres according to a defined specification.

7. The conclusion of the Max Associates report was that, while none of the three options stood out as an obvious choice that would enable the Council to address all of the challenges detailed above, the formation of a contractual partnership with an external organisation scored highest in the evaluation model used.

8. On 15 May 2014, the Cabinet considered a report, entitled “Management of Leisure Centres & Arts Venues”, and resolved that:
 1. *procurement processes be carried out for the future management of the Council’s leisure centres and arts venues;*
 2. *authority be delegated to the Director of Sport, Leisure and Culture in consultation with the Cabinet Member for Community Development, Co-operatives and Social Enterprise, the Cabinet Member for Corporate Services and Performance, the Section 151 Officer and County Solicitor to:*

(i) deal with all aspects of the procurement processes and ancillary matters (including contract award criteria and an assessment of risks including equality impact assessment) and report back to Cabinet with a recommendation as to the decision regarding the contract award(s).

(ii) note that an engagement and consultation exercise will be carried out with staff, Trade Unions and key stakeholders on the proposal.

9. Following this decision, the Cabinet approved the commencement of a procurement process for the future management of the Council's leisure and arts venues under delegated authority to the then Director of Sport, Leisure and Culture (now the Director of City Operations).
10. A copy of the Cabinet report of 15 May 2014, which includes a summary of the Max Associates business model options appraisal, is attached as **Appendix 1** to this report. The report also included an Equality Impact Assessment, which has been reviewed during the subsequent procurement process. An updated copy of the Equality Impact Assessment is attached as **Appendix 2** to this report.
11. It should be noted that the transition to alternative delivery models for the delivery of leisure services has already commenced within Welsh local government. Currently, Powys, Wrexham, Bridgend and Vale of Glamorgan Councils have external partners running their leisure provision. In addition, Newport, Torfaen and Blaenau Gwent Councils operate Trusts with their own respective management boards. In England, the provision of leisure services by external operators on behalf of local authorities is well established.
12. The changing market landscape for leisure provision was recognised in a report, entitled "Delivering with less – Leisure Services", which was published by the Wales Audit Office in December 2015. The Wales Audit Office found that some councils were still too slow to realise opportunities to reduce expenditure on leisure services and needed to consider alternative models of delivery in order to reduce costs. In addition, those councils which have transferred leisure facilities to trusts have, on average, made annual savings of £2.4million.
13. The report made specific recommendations for local authorities in Wales to undertake options appraisals to identify the most appropriate delivery model based on a council's agreed vision and priorities for leisure services, including consideration of:
 - the availability of capital and revenue financing over the next three to five years;
 - options to improve the commercial focus of leisure services;
 - opportunities to improve income generation and reduce council subsidy;
 - a cost-benefit analysis of all of the options available to deliver leisure services in the future; and
 - the sustainability of service provision in the future.

SCRUTINY PROCESS

14. The report considered by the Cabinet on 15 May 2014, entitled "Management of Leisure Centres & Arts Venues", included a pre-decision letter from the Economy and Culture Scrutiny Committee. This followed the work of a task & finish group which was established to consider in detail the options available to the Council and to help shape the thinking of the Council. This included the recommendation that, if option 3 was decided upon, a contract report will be presented to the Economy and Culture Scrutiny Committee on annual basis.
15. Members also wrote to the Cabinet Member for Community Development, Co-operatives and Social Enterprise to raise the following points:
 - *"Members are pleased In House service provision is being used as a benchmark throughout the process, and welcome the fact that the Council's provision of services is still being driven to reduce costs and improve quality of service. Members were keen to stress that they would welcome the retention of the service if the Council's service provision is found to compete with the options provided by the wider market.*
 - *"Members expect social objectives, such as such as the payment of the Living Wage to staff, reduced charges for Children who are Looked After and increased access for disadvantaged customers, to be considered and explored with bidders as the procurement process progresses.*
 - *"Members reiterated a point made in May 2014 - that working with a partner organisation driven by social goals (such as a trust, charity or social enterprise) would be the Committee's preferred option. They felt that this approach would provide a natural role for Elected Members and the Local Authority to contribute to the running of facilities, and feel these organisations would better address the social elements of the services provided in Leisure and Cultural facilities".*
16. The Economy and Culture Scrutiny Committee has considered the proposals outlined in this report as part of a pre-decision scrutiny of the leisure centre management procurement exercise, which took place on 21 July 2016. After considering all the evidence and taking note of the concerns of the three Trade Unions regarding the amount of time allowed to study documents and some instances of the work practises implemented by the preferred bidder, the Committee took the view that they could not endorse a delay in this decision being made in the light of the severe financial pressures and risks facing the Council.
17. A copy of the letter from the Chair of the Economy & Culture Scrutiny Committee, which has been received following the meeting on 21 July 2016, is attached as **Appendix 3** to this report.

PROCUREMENT PROCESS

18. The procurement exercise has been conducted in accordance with the Competitive Dialogue Procedure under the EU Public Sector Procurement Directive (2004/18/EC), implemented into UK Law via the Public Contracts Regulations SI 2006/5 with effect from 31 January 2006. The Council is contracting for a Leisure Operator to manage and operate Cardiff's Leisure Facilities over a 15-year period.
19. A Business Case has been developed (see **Appendix 4**) based on the Office of Government Commerce (OGC) Five Case Model, which is the best practice standard recommended by HM Treasury for use by public sector bodies when evaluating public sector proposals. The Business Case will determine which delivery model for leisure centre services will best enable the Council to address the above challenges. Of particular concern is the financial subsidy currently required to operate leisure services. Any delivery model which is adopted must enable the significant reduction of the subsidy in the medium term down to zero, whilst maintaining current levels of service in an environment of increasing demand and expectations of continuous improvement.
20. The facilities in scope for this Business Case are the leisure and sports centres which are currently owned and operated by the Council:
 - Llanishen Leisure Centre
 - Eastern Leisure Centre
 - Fairwater Leisure Centre
 - Western Leisure Centre
 - Pentwyn Leisure Centre
 - Maindy Centre
 - STAR Centre (Splott) – the current Star Centre will close when the new STAR Hub opens in the Autumn of 2016
 - Penylan Library & Community Centre
21. The following facilities are **NOT** in scope for this Business Case:
 - Cardiff International Pool (International Sports Village, Cardiff Bay)
 - Cardiff International White Water
 - Cardiff International Sports Stadium (leased to Cardiff & Vale College)
 - Channel View Centre
22. The Cabinet report of 15 May 2014 also stated that the In House model would act as the default position for the procurement exercise. In accordance with this, the Council's Active Cardiff team has developed an Enhanced In House model for operating the leisure services, which acts as the Council's default position and comparator with the bids received in the procurement process.
23. The Enhanced In House model has been subject to internal challenge during the procurement process by a separate team established by the Council's Organisational Development team, which has involved employees from a range of different council services.

24. The use of an In House model (as enhanced over the time the procurement is conducted) as a comparator was stated in the OJEU Contract Notice and has been relayed to bidders throughout the procurement process.

INVITATION TO SUBMIT FINAL TENDERS AND CLOSING OF DIALOGUE

25. The Invitation to Submit Final Tenders (ISFT) represented the third stage of the Competitive Dialogue Procedure.
26. The two remaining bidders submitted a response to the ISFT.
27. The responses were opened on 4 July 2016. Relevant compliance checks were carried out and the responses were evaluated in accordance with the re-determined evaluation criteria.

EVALUATION OUTCOME

28. Following a detailed evaluation process the recommendation is to select Greenwich Leisure Limited (GLL) as the preferred bidder to manage the Leisure Facilities in Cardiff. For further details, please see below and exempt **Appendix 5** (Evaluation Report).
29. The best bid in financial terms has met the affordability criteria set by the Council and will reduce the current £2.5million subsidy to a nil subsidy position by 2019/20. Only a small client budget will need to be retained. The total budget required over the 15-year contract term will be £6.842million. Over that same period the Enhanced In House subsidy requirement is £8.913million. The best bid provides the Council with a saving of approx. £32million over the life of the contract.
30. A client function structure will be directly responsible for all contract / performance management of the ongoing leisure operator contract.

Next steps from Preferred Bidder to Contract Signature

31. If the Council approves the Preferred Bidder recommendation, it is expected that GLL will become Preferred Bidder. They will receive a letter outlining the basis on which the Preferred Bidder status is confirmed and will include the technical, legal and financial positions to be concluded as part of the 'fine tuning process'.
32. Following the decision to approve the Preferred Bidder, a statutory 10 day 'standstill period' will commence (EU procurement rules set out provisions to standstill periods and time limits within which challenges can be brought by an aggrieved bidder).
33. In addition to the standstill and the Council's call in period, it is advised that given the scale and nature of the project and the significance of the decision being sought it is proposed that a minimum of 30-day period is applied between the date the decision is made and the date any contract is formally entered into.

34. Once the standstill period is over, the Council will work with the Preferred Bidder to ensure that all the Contractual documentation is fully complete and properly reflects all the relevant details agreed throughout the procurement.
35. At this stage, under the procurement rules no 'dialogue' or further 'negotiation' is permitted. Any changes to documentation must be limited to 'fine tuning'.
36. Each member of the project team has outlined the outstanding areas that require resolution through the fine tuning process. It includes issues such as the following:
 - Incorporation of clarification responses into drafting;
 - Ensuring consistency across the technical, legal and financial aspects of the documentation;
 - Finalising detailed drafting where principles have been clearly agreed; and
 - Ensuring that the process for amending the financial model is clearly audited and documented.

ISSUES DURING THE COMPETITIVE DIALOGUE PROCESS

37. When the procurement was commenced the Council, amongst other things, sought solutions that were affordable and which kept all centres open. In particular, the stated aim of the Council was that by the financial year 2018/19 leisure services would not require a subsidy (i.e. a payment from the Council to the appointed contractor for operating the Leisure Centres).
38. Due to changing timescales, revised affordability levels have subsequently been communicated to the remaining bidders outlining the need for a significant reduction in the subsidy for leisure services over the first 2.5 years of the contract and reaching a zero subsidy position by 2019/20. Furthermore, there have been issues requiring further clarity from both bidders in respect of pensions and insurance which subsequently required a further dialogue session.
39. The Council's position has also been clarified with bidders in respect of the requirement for maintaining an open pension scheme over the life of the contract. It was recognised that this requirement would increase costs and therefore reduce the level of savings that could be achieved and that this may impact on the ability for bidders to achieve the financial objectives.
40. The Council closed dialogue and sought final tenders on the basis of an open pension scheme.

LOT 3: CHANNEL VIEW CENTRE

41. During the Invitation to Submit a Detailed Solution (ISDS) dialogue stage, bidders were informed that no further work was required in relation to Lot 3 (Channel View Centre) as the Council was minded to remove Lot 3 from

the procurement process due to improving financial performance. Additionally, those bidders who dropped out post-PQQ (Pre-Qualification Questionnaire) were given the opportunity to comment on the proposed suspension of Lot 3. No adverse comments were received back. As a result, the two remaining bidders at the final tenders stage were not asked to submit bids on Lot 3.

42. The Channel View Centre is the operational hub for the only public access slipway to the Bay that exists currently and is therefore of major strategic importance to the water offer in Cardiff Bay. This slipway is also the main access point for activities such as rowing and open water canoeing from the Cardiff Bay Water Activity Centre. The offer at The Channel View Centre compliments the other water based activities such as the White Water Rafting Centre and Sailing Centre. Additionally, the Council is currently developing a new Cardiff Bay masterplan with partners and, therefore, until any future plans are finalised, it is considered appropriate that full control of the Centre is retained by the Council.
43. The financial performance of the Channel View Centre in recent and projected future years is shown below:

Channel View Centre	Actual	Actual	Actual	Actual	Projection	Projection	Projection	Projection	Projection	Projection
Year	2012-13	2013-14	2014-15	2015-16	2016-17	Year 1	Year 2	Year 3	Year 4	Year 5
Income	-178,297	-172,864	-226,629	-225,048	-248,307	-289,140	-336,726	-362,322	-382,322	-402,322
Expenditure	545,333	654,884	408,713	366,222	369,182	372,182	375,740	347,540	347,540	347,540
Subsidy	367,036	482,020	182,084	141,174	120,875	83,042	39,014	14,782	-34,782	-54,782

LOT 4: CARDIFF INTERNATIONAL SPORTS STADIUM (CISS)

44. Lot 4 (CISS) was removed from the procurement process with no adverse response from the bidders during ISDS dialogue (confirmed on the electronic portal on 1 July 2015 and via a separate Cabinet decision relating to CISS that was taken on 19 March 2015). It should be also noted that bidders at the time were given the opportunity to comment on the withdrawal both at the Invitation to Submit an Outline Solution (ISOS) and PQQ stages and no adverse comments were received.

EMPLOYEES

45. There are currently 171 Full Time Equivalent posts in Leisure Services that will be affected. The preferred bidder has stated that there will be no immediate changes to employee structures. The employee efficiency savings that have been identified as part of the financial proposals are based on normal vacancy lag within the service and natural turnover across the resource structure. There is also savings by moving away from Agency workers to a base and directly employed casual employees. In the case of the Enhanced In House model, the reduction in employees would have been achieved by a combination of Voluntary Severance (currently 10 expressions of interest) and natural turnover of employees that has seen 29 employees leave the service over the past 18 months.

46. A client function of 5 employees will need to be established to ensure that the contract is monitored and delivers what the Council requires. This structure will be taken as a further detailed report once agreed by the Council's Investment Review Board.

FULL BUSINESS CASE METHODOLOGY AND ANALYSIS

Business Needs and Objectives

47. The Council's overriding consideration was to seek a significant reduction in the subsidy paid to leisure services as the current subsidy could not be maintained during a period of significant financial contraction.
48. As a result, the Council commissioned a report Sport, Leisure and Arts Services management options appraisal from Max Associates in April 2014, which examined three possible options for leisure services. The report concluded that there was no one obvious choice from the three options, but in order to enable the council to address the challenges above that the formation of a partnership with an external organisation score highest in the evaluation model.
49. The Cabinet agreed this position on 15 May 2014 and also required the Council's Active Cardiff team to develop an Enhanced In House model to act as the Council's default comparator throughout the subsequent procurement process.

Planned Outcomes Benefits to the Council

50. The future delivery model for leisure centres is expected to achieve a reduction in the financial subsidy with a target to achieve a nil subsidy by 2019/20 whilst maintaining the current level of provision and service of all of the centres in scope.
51. The Council took the view that the only way to determine the level of savings that might be delivered from the market was through a competitive dialogue process which would enable any savings to be competed against a robust service specification which clearly defined the financial position of the Council going forward.
52. The Max Associates report indicated there could be savings from a combination of reduction in central and directorate costs, NNDR, VAT and increased income.
53. It was expected that any future delivery model would result in increased use of leisure centres due to investment in those facilities along with an improved marketing effort including online information and booking facilities.
54. It is expected that the future delivery partner will deliver against the Council's corporate objectives including the responsibility for the health of the local population and the reduction of health inequalities. The ongoing provision of leisure centres by whatever delivery model is chosen will be

an important part of the Council's commitment to discharging this responsibility under the Well-being of Future Generations Act 2015.

Strategic Risks

55. The alternative delivery model must achieve a significant reduction in subsidy in the medium term. If this is not achieved, then future budgetary pressures could result in closure of one or more facilities.
56. All future delivery models will be vulnerable to some degree of financial shock caused by the potential withdrawal of central government funding (e.g. the recent reduction in funding for swimming lessons).

Constraints and Dependencies

57. The successful delivery of the change will be dependent on the Council's commitment to implementing an alternative way of working along with having confidence in the robustness of the proposed alternative delivery model.
58. It will be essential that the delivery team has sufficient capacity and expertise to deliver and manage the change during the implementation period and over the longer term.
59. It should be noted that any changes to the demands placed on support services that arise as a result of an alternative delivery model have not been captured within this appraisal and will be managed by those individual support services as they respond to future demands and constraints and considered as part of their own directorate budget proposals.
60. There is no statutory requirement for local authorities to provide sports & leisure facilities; however, the Council are jointly responsible for the health of their local populations, and for reducing health inequalities. The ongoing provision of leisure services by whatever delivery model is chosen will be an important part of the Council's commitment to discharging this responsibility.
61. The successful transition to a new delivery model for leisure services will depend on an alternative delivery model being selected which meets the Council's requirements for the quality of leisure services whilst retaining all facilities in scope and remaining in line with the Council's policies and procedures. Along with this, the new delivery model will need to achieve a significant reduction in subsidy as a result of the severe financial pressures currently facing the Council.

Economic Case Options Appraisal

62. Two options were identified by the Max Associates report and endorsed by the Cabinet on 15 May 2014 – i.e. the market be tested by way of a procurement process for an alternative delivery model, with an Enhanced In House model acting as the default comparator.

63. The option of going to the market place would provide the Council with security of financial risk while maintaining the current level of provision at all facilities currently operational.

Option 1: Enhanced In House Management

64. The Active Cardiff in house team will continue to manage and operate the leisure centres through frontline Council employees. The Council would retain full responsibility for all income risk and all expenditure including employees, utilities and repair & maintenance costs. The Council would be responsible for all investment and replacement of equipment and facilities. The Council would maintain full control over all aspects of service delivery including pricing, programming and marketing.
65. The Enhanced In House model was developed by Active Cardiff Leisure Services employees in order to provide a comparator to the offerings of the bidding organisations. The Active Cardiff team have over 40 years of experience operating leisure services within Cardiff and are the biggest provider of leisure services across the city.

Governance Arrangements

66. The Active Cardiff team will look to hold monthly strategic planning meetings, using data collected from the Cascade ICT System to provide a breakdown of the service operation, to discuss and review budgets, analyse group fitness and aquatic programming and benchmarking data provided by Alliance Leisure.
67. All customers will be issued with an Active Card in order to capture data and generate more effective target specific customer data and create specific offers based on trends. This will also contribute to more successful customer retention.
68. Active Cardiff has a proven track record of developing partnerships with the Local Health Board, Sport Wales, Sport Cardiff and Swim Wales and will continue to improve these partnerships. Active Cardiff has also developed a strong partnership with Alliance Leisure who assists with upskilling employees in the sales process.

Programming and Charging

69. Active Cardiff currently provides key stage 2 swimming to approximately 85% of Cardiff's primary school and is also the chosen provider for schools with additional needs within the city. The team provide a number of unique leisure offerings to the city which include a cycling velodrome and a BMX track. Work is being undertaken by the team to expand the personal training provision across the leisure portfolio.
70. Active Cardiff has recently started to deliver extremely popular Group Fitness classes via permission and endorsement from a number of companies (based on a payment for licenses). These external partners include; MOSSA (Group Power® & Group Kick®) and Universal (FitSteps®).

Pricing and Memberships

71. Predicted 53% increase over 3 years in memberships by upselling existing memberships and increasing advertising and marketing through proposed website and social media
72. Improvements are also being made to the Active Cardiff brand and improved promotion of the Active Card membership scheme, ideally to all users of leisure services. The membership cards proposed by the Active Cardiff team are as follows:
 - Premiere
 - Full Active
 - Corporate
 - Employees
 - Concession
 - Aqua
 - Student
 - Casual Max
72. There will also remain a 'pay as you play' option for users. 'Pay as you play' prices have seen a year-on-year increase, whilst the memberships have only seen three price increases totalling 18% (with a price freeze on most memberships for the last three years).
73. From 1st April 2015, there was a 6% total increase across the Active Cardiff pricing structure. As of 1st April 2016, prices for activities considered to be the 'most popular' (i.e. gym, group fitness classes and general swim sessions) were frozen as it was felt that Active Cardiff had reached its peak pricing point in terms of the market place and its competitors. However, due to price increases on other provisions being applied where it was felt that there was capacity to do so (e.g. room hire) an overall increase of 6% was achieved.
74. The Active Cardiff team is also looking to develop a 'Key to the City' provision which will look to provide discounts across local businesses and amenities

Advertising and marketing

75. A dedicated Active Cardiff website is currently being developed; this will result in an improvement to the overall customer experience and reduce employee time currently required at front of house. The website will assist in measuring trends and responding to customer demand. Furthermore, the website will link to the new technology underpinning the Learn to Swim – Aqua Passport programme allowing customers to access their profiles in order to track their progression in a fun and interactive way. Again, this should assist in saving on 'front of house' employee time. The website will also assist customers in being able to book activities online and purchase memberships.

76. Discussions are also taking place to develop a smart device App which will provide such information as easily referenced timetables and opening hours

Opening Hours

77. Since 2010, Active Cardiff has made an effort to review its opening times and rationalise them (based on customer demand) in order to provide appropriate provision without incurring unnecessary costs. The recent introduction of Clarity Live and Cascade allows the provision of 'pin-point' data showing usage and customer demand – which will allow for further review and appropriate amendments. From this, employee deployment and opening times will be dictated and programmed accordingly.

Catering and Vending

78. The Active Cardiff team will redesign the catering provision by operating a self-service system where the pay point will be shared with the general reception area with an open plan design.

Community Benefits

79. Multi-agency teams based in six localities across Cardiff share local intelligence to solve problems for their particular neighbourhood, leading to more collaborative and responsive working. To date, teams have reported on progress to the Cardiff Public Services Board (formerly the Cardiff Partnership Board) to demonstrate the progress being made in their area.
80. Active Cardiff Facility Managers make a valuable contribution to this process by attending the respective Neighbourhood Partnership Meetings that relate to their facilities. A member of the Active Cardiff management team also sat previously on the former Cardiff Partnership Board.
81. The Active Cardiff team is also looking to develop an apprenticeship scheme in partnership with Cardiff & Vale College to offer industry training provision.

Managing People and Change

82. Costs to be reduced by substantial reductions in leisure services employees: by 25% in Year 1, a further 20% in Year 2, an additional 20% in Year 3, another 15% in Year 4 and a final 15% in Year 5. It is hoped that reductions could be achieved by voluntary redundancy and through a process of vacancy appraisal – with no compulsory redundancies. The feasibility of achieving these employee reductions through natural turnover is based on recent high rates of employee turnover, 29 Full Time Equivalent employees having left the service in the previous 18 months.
83. The reductions in employee numbers to be supported by a programme of workforce training and enhancement with the aim of creating a fully multi-functional workforce able to support all areas of the Active Cardiff programme (e.g. all Centre Assistants to hold a lifeguarding qualification and a Level 2 Gym Certificate, and to be trained in reception procedures).

Facilities Management

84. A maintenance cycle is programmed which will see planned maintenance undertaken at periods when there is lower customer demand or occupation of the building.
85. There is also reactive maintenance with the Assistant Manager on duty at each facility responsible for reporting maintenance issues as they occur. The Active Cardiff team will look to retain a maximum of 3 technicians directly to ensure specialist knowledge can be utilised.

Investment

86. The Enhanced In House model is based on the intention to invest £3.5million into development of the facilities funded through prudential borrowing, the costs of which have been built into the financial model.

Option 1 – Strengths:

- The Council will retain full control over leisure facilities, and the programme of activities which they offer, ensuring that the offer remains tailored towards Council outcomes.
- The Council will retain the expertise and enthusiasm of current Leisure Services employees.
- Any financial surplus will be wholly retained by the Council although there is no financial surplus currently projected in the model.

Option 1 – Weaknesses:

- There will be no transfer of financial risk away from the Council.
 - The Council retains liability for the operational performance of the services and therefore is fully responsible for the financial risk of unachieved income targets and service costs.
 - The Council retains liability for the capital maintenance costs associated with the facilities and any capital funding requirements.
 - As a non-statutory service in a time of fiscal contraction, Leisure Services will be vulnerable to Council budget cuts in future years.
87. The Enhanced In House model was challenged by an internal team of employees from the Council's Organisational Development team, supported by representatives from Finance and HR People Services. The internal challenge team positively reviewed and challenged the Enhanced In House model and acted as a critical friend. The team identified the following risks:
 - Memberships – not achieving the required numbers. The WAO report 'Delivering with Less' (published in December 2015) identified the number of people using Cardiff Council leisure services reduced by 26.5% between 2009/10 and 2014/15.
 - The enhanced In House model uses a simplistic method in calculating increased membership income by using an average

monthly fee of £35 rather than modelling it against each type of membership category. There is a significant risk associated with the method employed in wholesale calculation of increased membership revenue.

- Swimming – the Business Case does not identify how the swimming income increases are going to be realised. Also consideration needs to be given to the grant received by Welsh Government for free swimming.
- Advertising and Marketing – this will be fundamental to increasing the ambitious income targets; however, no costs have been built into the Business Case for this.
- Capital investment – concerns whether the right options have been made. Expanding the existing space to create greater capacity at Llanishen will not necessarily generate new customers at the level required particularly with the local competition. At Penylan the increased membership includes significant proportion of students. The concessions will have an adverse impact on the modelled monthly average fee of £35.
- Managing People and Change – changing employee roles will require trade union consultation and potential job evaluations. This will cause delays and these have not been built into the Business Case. The 12% reduction in employee levels is to be achieved through voluntary severance and natural churn. Concerns are that if the necessary reductions are not achieved then a selection process will be required for redundancies.
- Capacity – ICT have concerns that the Active Cardiff team does not have the required number of employees to deliver the significant change at the rapid pace required and, at the same time, operating in a commercial environment.

88. The team proposing the Enhanced In House model provided answers and rationale to all the points raised, although the challenge team concluded that these risks still remain.

Option 2: Commercial Sector Partner

89. Following a rigorous process of competitive dialogue (see section 4.2 for details of the procurement strategy), the bids received from GLL was evaluated in accordance with the approved evaluation criteria. The outcome of the evaluation process identified the preferred bidder that provided the Most Economically Advantageous Tender (MEAT) as Greenwich Leisure Limited (GLL) to be the most competitive offering received from the market.

Summary of proposals received from GLL

90. GLL has their roots based in the public sector with all senior management team having worked in local government. GLL has 22 years of experience of reducing cost whilst delivering increased quality, investment, community engagement and participation. They currently operate 200 leisure facilities on behalf of 45 partners. GLL is employee owned where one member has one share; as a result, GLL cannot be bought by another organisation.

GLL are also required to re-invest all surpluses back into the business and there is no distribution of profit to shareholders.

91. Key deliverables include:

- GLL will manage lifecycle maintenance based on a landlord / tenant spilt, with the Council maintaining responsibility for the structure and roofs
- GLL will offer an Open Local Government Pension Scheme
- GLL proposes to provide significant investment into Cardiff's leisure facilities over the contract term

Governance Arrangements

92. GLL has a high level approach to partnership governance as demonstrated in the Governance Framework below:

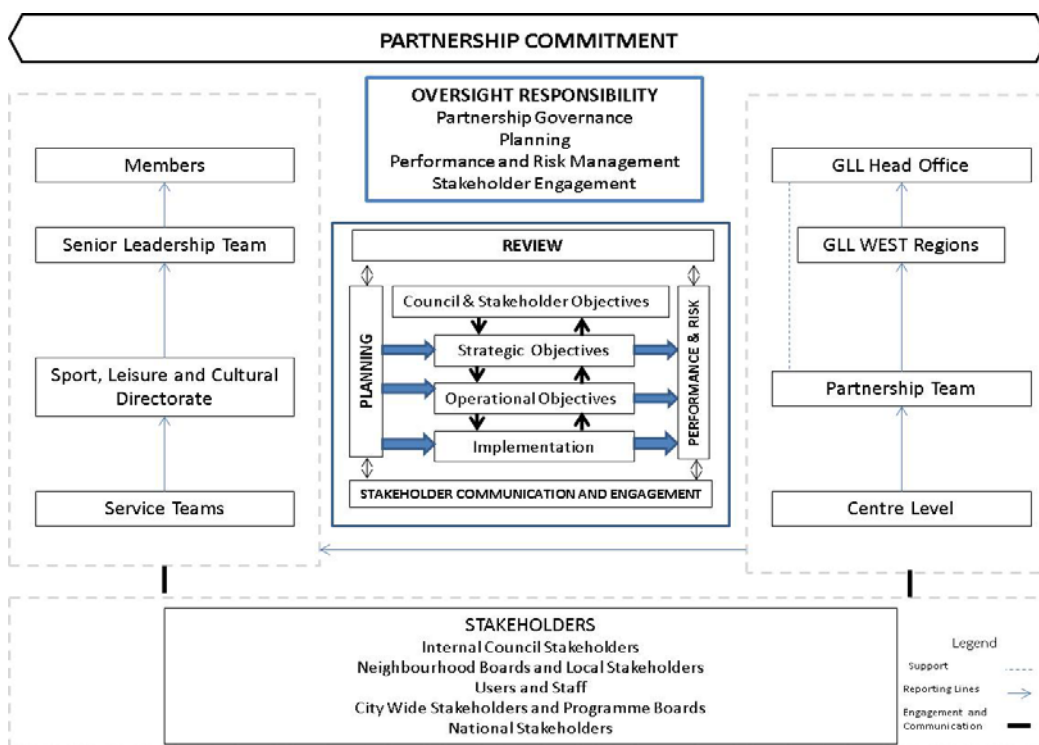
93. With an 'open door culture' within centres, users and stakeholders are able to talk freely to employees on centre-related matters.

94. An Advisory Committee will be set up with key users and stakeholders who will focus on service review and trend analysis.

95. A Project Liaison Group will also be set up involving senior members of both the Council and the GLL. This group will discuss the service operation, contract variations and ways to develop the service. Feedback from the Advisory Committee will also be discussed when required.

96. GLL will work with partners to achieve a balanced programme which includes a fair proportion of block bookings, clubs, courses, school groups and pay and play usage. GLL will continue Service Level Agreements (SLAs) in place with regard to current school provision, in addition to using their dedicated Sports and Community Participation Team with the view to increase the number of school groups and swim initiatives.

97. GLL's partnership commitment is demonstrated in the diagram set out below:



Funding

95. GLL Sport Foundation will provide vital funding and support sports development pathways, work with national funders such as Sport Wales and will levy funds to roll out services on a wider scale. The Active Communities Team and Health Programme Co-ordinators will proactively engage with local networks, partnerships and communities to identify need and link them to local or national funding streams.

Programming

96. GLL aims to increase participation and provide added value through community events/open days, free taster sessions, and provide subsidised Healthy Living memberships (see Appendix 4 – Business Case re: activity programme for each facility). GLL will work with partners to achieve a balanced programme which includes a fair proportion of block bookings, clubs, courses, school groups and pay and play usage. GLL will continue SLA’s in place with regards to current school provision, in addition to using their dedicated Sports and Community Participation Team with the view to increase the number of school groups and swim initiatives.

Future Considerations

97. There is a balance between casual bookings, pay and play activities, programmed courses, club use, school use and events. GLL believes strongly in widening access and engaging the community into positive activities and do this through targeted programming. This will particularly help with achieving Cardiff’s Physical Activity Strategy of increasing participation by 5% by 2017.

98. If any changes occurred to the current Free Swimming funding GLL operates a number of Free Swimming Initiatives (33 across our portfolio)

and have experience with being involved with funding changes. In addition, we also operate our 'Kids for a Quid' scheme (provides swimming for juniors for £1 at specified times) across a range of partnerships (33) which can be used to compliment or replace the Free Swimming Initiative.

Opening Hours

95. GLL will review the opening hours in accordance with their business plan but any alterations will require Council agreement.
96. Majority of activity bookings will be made online as well as a Customer service and Online Services Team being in place which will result in less strain on the front line service and opening hours of the centres.
97. GLL is leading the way in online booking, payment, and kiosk capability. Linked to our Legend membership management system. The online web portal is accessed directly from the GLL website. The website contains reciprocal links to partner web pages to further emphasise working partnerships and cross sharing of information.
98. Pre-paid memberships and activities are available to purchase online 24/7, 365 days a year (35% of members join online)
99. GLL has piloted extended opening hours and will do so for Cardiff if community demand was prevalent. Peak and off peak times will be introduced to attract new users who previously couldn't afford to use the service during this time.

Community Benefits

100. GLL has linked the proposed community benefits plan to the objectives below along to support community engagement include:
 - Working in partnership with key stakeholders to support, facilitate and deliver sport and physical activity within leisure centres aiming to increase participation every year for all target groups.
 - Using an effective approach to community development to engage with the local community and in particular hard to reach groups (e.g. through a dedicated Community Sports Officer).
 - Develop, promote and deliver engaging and inspirational participation programmes, campaigns and events for all.
 - Develop and deliver targeted interventions and activities that maximise the wider benefits of sport and physical activity.
 - Develop inclusive sporting pathways from grass roots to excellence.
 - Targeted, accessible and innovative marketing reflecting the changing needs of today's customers helping to exceed participation targets.
 - Balanced programming and marketing addressing needs relevant to local demographics.
 - Exploring new ways to market to key target groups in a socially inclusive manner to grow participation (e.g. women, 55+, disabled disadvantaged groups, young people).

- Regular community and customer engagement – ensuring that we deliver what the customer really wants – this helps increase participation.

Pricing and Membership

101. GLL's proposed membership architecture is adaptable, innovative and is based on a proven winning strategy (introduced to over 30 partnerships) that is recognised as market leading within the industry
102. GLL has developed Cardiff's membership model and pricing proposals taking into account local demographic wider economic climate and benchmarking costs against neighbouring districts. Utilising the models below will increase participation, increase casual users, increase peak and off peak usage, help target disadvantaged and vulnerable groups and achieve the Councils financial objectives.

There will be 4 main types of membership introduced:

- UK based Membership
 - Cardiff City based Membership
 - Centre based Membership (non differential pricing)
 - Activity based Membership
103. There will be no contract for new members; this effectively means everyone is non committed. There will be a ring fence for all pre-paid members on committed memberships (Active, Aqua, Max) and they will be able to renew at this pricing level for one cycle. Joining fees will also be introduced which can then be used as promotional discount tool.
 104. With the following discounts calculated and set as a percentage from the peak adult non-member price where possible:
 105. Concessionary pricing is based at off peak times as GLL believes that the bulk of the users who participate in centre activities do so at off peak times. In addition, this helps to increase usage during off peak times.
 106. GLL proposes a review of pay and play prices based on level of demand and capital developments in place in accordance with their business plan.

Catering and Vending

107. GLL will refurbish the cafes in Pentwyn and Llanishen Leisure Centres. The cafes in Western and Fairwater Leisure Centres will be replaced with comprehensive vending offers. GLL will ensure that all cafes will achieve, as a minimum, the Bronze Healthy Options Award and Food Hygiene Rating of 3 and strive to achieve a rating of 5.

Managing People and Change

108. GLL has successfully managed a range of partnerships involving employees on different terms and conditions. GLL's terms and conditions are in the top quartile for the industry.

109. GLL can confirm that it will work to the Code of Practice on Workforce Matters (2014) as required by the Council. However, as discussed and agreed during dialogue, they will need to modernise the delivery approach at the leisure centres going forward to reflect a modern and competitive public service. Any future changes will be made in line with the Workforce Code.
110. Employees can also take advantage of the wide range of society benefits on offer and unbeatable offers and discounts. These include:
- Healthcare Plan
 - Employee Assistance Programme
 - GLL Holiday Villas / Apartments
 - Travel, household and motor insurance
 - Merlin Entertainment discounts
 - Mobile phone
 - Spa Experience – By Better
 - Café discounts
 - Travel loans
 - Car loans
 - Laptops/IT (job specific)
 - Occupational health
111. GLL will apply for admitted body status into the Local Government Pension Scheme (LGPS) in line with the contract. GLL has costed for an open scheme for all eligible employees in line with the Council's requirements.
112. In line with the legislation requirements, employees not in the LGPS as outlined by the Council will be automatically enrolled in GLL's Defined Contribution Scheme (DCS), which is operated by Friends Life:
- Formerly known as Friends Provident
 - FTSE 100 Company and strong brand
 - 5th largest UK pensions and life provider
 - £111 billion assets under management
 - Able to provide coherent single pension
 - Proven administration platform
113. GLL accepts TUPE applies to this contract and employee's contractual terms and conditions will be protected. They are experienced in all aspects of TUPE transfer and will undertake this in a sensitive manner which is effective and efficient for everyone involved.
114. Group and individual consultation will take place in advance of any transfer. These meetings help employees ask questions about the company and understand the context of GLL's business.
115. During the transfer, GLL will hold regular Mobilisation Meetings to ensure everything is on track and identify any potential risks to the process. On concluding negotiations, GLL will write to all employees with a welcome letter providing full details of the transfer arrangements.

116. Post-transfer, GLL will complete inductions which will help employees adjust and settle in. The induction process enables new/transferring employees to learn about GLL, understand the requirements of their role and address any initial development needs that they may have.

Data Protection

117. GLL operates the highest standards of data protection/safeguarding when handling data for customers and employees. GLL is a registered body under the Data Protection Act (reg: Z5607003) to process personal data and has a Data Protection Policy in place.

Managing Facilities

118. Facilities management will be conducted in house and work will be carried out in accordance with appropriate British Standards and Approved Codes of Practice. GLL will be responsible for the maintenance of the facilities (apart from the roof and structure which remains the responsibility of the Council).
119. A robust maintenance schedule will be developed and followed and strategic support will be provided from GLL's experienced central support team.

Option 2 – Strengths:

- GLL has extensive Local Government experience within the senior management team and a proven track record with the current operation of 200 leisure facilities for 45 partners
- GLL has a robust governance structure and a commitment to partnership working
- The partnership will allow the opportunity to access funding sources not currently accessible by the Council
- GLL has an established online bookings system and online customer services team
- The partnership will deliver £31.9million of revenue savings within a contractual arrangement over the following 15 years due to the current £2.5million subsidy being reduced to zero by 2020. Only a small client budget will need to be maintained.
- Awarding the contract would give greater future certainty to the cost of leisure provision over the next 15 years with delivery of the specified services within a contractual framework.
- Risk of financial shortfall is borne by the partner organisation.
- Risks in relation to utilities, delivery of investment opportunities, achievement of income targets and maintenance of facilities (with the exception of structure and roofs) will be borne by the contractor.
- GLL has proposed a robust investment plan and GLL will provide significant investment into Cardiff's leisure facilities over the contract term.

- Investment in marketing and improving the facilities on offer is projected to increase attendance levels and reduce health inequalities across the City.
- GLL has committed to the achievement of QUEST, the leisure industry quality standard across the portfolio, which will improve the quality of facilities and services.

Option 2 – Weaknesses:

- The Council's elected members and managers will no longer have direct control over leisure services.
- The Council will not have operational control over the programming of activities in leisure centres, although they will be reviewed and agreed through the annual service plan.

Preferred Option

120. The preferred option is to establish a partnership with a private sector organisation (Option 2). This offers the following advantages:

- Award of a 15-year contract to GLL will provide the greatest financial savings over the life of the contract totalling £31.933million and enabling total recurring budget reduction of £2.463million.
- GLL will be contractually committed to the delivery of high quality leisure services within the financial parameters of their offered solution.
- The preferred option provides surety of future financial costs of leisure services and significantly reduced financial risk for the Council over the next 15 years with the risk of financial shortfall being borne by GLL.
- Financial risks in relation to utilities, delivery of investment opportunities, achievement of income targets and maintenance of facilities (with the exception of structure and roofs) will be borne by GLL.
- Awarding the contract would give greater future certainty to the delivery of the specified services within a contractual framework, protecting the ongoing operation of each facility and maintaining jobs.
- GLL has proposed a robust investment plan to provide significant investment into Cardiff's leisure facilities over the contract term.
- GLL has extensive local government experience within their senior management team, a proven track record of operating leisure facilities, a robust governance structure and a commitment to partnership working.
- GLL has committed to maintaining an open pension scheme for both transferring employees and new employees. It was recognised that this requirement would result in additional costs to the contract and therefore reduced savings. However GLL has achieved this requirement and also achieved the affordability targets set by the Council.
- GLL will be contractually committed to the achievement of QUEST, the leisure industry quality standard across the portfolio which will improve the quality of facilities and services.

Recommended Partner

121. GLL is a national leading charitable social enterprise and the largest public sector leisure provider. Established in 1993, GLL's background stems from local authority leisure service delivery. GLL has built a reputation as the leading leisure provider. This reputation is built on the ability to deliver quality leisure services coupled with their fundamental social ethos principles.
122. GLL's understanding of operating in localised diverse communities, coupled with partnership links and knowledge of regional and national sport and leisure requirements, allows them to deliver services that they believe cannot be matched by their competitors.
123. Since 1993, GLL has invested millions of pounds directly in to the infrastructure of leisure services. This investment has seen significant improvements in the leisure stock operated alongside wide ranging social programmes that cut across the social agendas of their partners.

124. Key facts about GLL:

- Employs over 7,000 employees across 46 partnerships
- Manages over 220 leisure facilities, Children's Centres, Play Centres and Libraries
- Has 21 years of positive trading – 2014 turnover reached £163m
- Experienced, long term stable partner meeting social objectives
- Manage community venues through to Olympic venues (London Aquatics Centre, Copper Box Arena)
- Experienced in managing large, medium and small scale investments, refurbishments and new build projects
- Delivery of health intervention schemes across 21 partnerships
- National GLL Sport Foundation - the scheme has supported over 6,500 athletes, across 95 sports, with over £3.8million funding
- Multi-award winning – e.g. UK Active Flame Awards, Investors in People, Quest, Customer Service Excellence, Carbon Trust Standard, Big Society Award, Skills Active Employer of the Year Award.
- 100 apprenticeships progress through GLL's Leisure College each year



125. GLL's background stems from local authority leisure service delivery and they have built a reputation as the leading leisure provider. This reputation is built on the ability to deliver quality leisure services coupled with their fundamental social ethos principles. GLL's understanding of operating in localised diverse communities coupled with partnership links and knowledge of regional and national sport and leisure requirements allows

them to deliver services that they believe cannot be matched by their competitors. See below testimonials provided by other local authorities:

Testimonials

- Royal Borough of Greenwich Contract 2012-2027
- Contract turnover £8mpa
- Management and development of 7 leisure centres, 1 boating centre, 5 adventure play centres and 2 building schools for the future for the Royal Borough of Greenwich

“GLL have been a long standing partner in the Royal Borough of Greenwich, with over 20 years of partnership working. GLL were awarded a new 15-year partnership which commenced in January 2012 and sees them manage leisure centres, adventure play centres, a boating centre and libraries. 2014 has proved to be a successful year with the following key achievements:

- *£1.5m capital programme delivered (projects at Waterfront, Coldharbour and Thamesmere)*
- *Increase in total attendances (total attendance of 1.56m from Jan 2014 – Sept 2014)*
- *Re-accreditation of Customer Service Excellence*
- *50% of all employees are Greenwich residents*
- *The Royal Greenwich team won the annual over-55s Better Club Games*
- *72 athletes supported through the Greenwich Starting Blocks scheme*

GLL are making a real impact in the community and I am looking forward to their continued success and a long and successful partnership.”

**Sue Kimmins, Leisure Contract Manager
Royal Borough of Greenwich Council**

- London Borough of Camden, Contract 2005-2020
- Contract turnover £10.7mpa
- Scope Management and development of 5 leisure centres for the London Borough of Camden

“GLL has run Camden Council’s Leisure Centres since 2005 when they won the contract by a competitive process. They have a 15-year contract until 2020. Since then they have proved to be a competent performer, increasing annual visits to our 4 leisure centres to over 2.3m. The addition of a fifth facility – Pancras Square Leisure – opened in July 2014 and GLL played a key preparatory role in readiness for opening. This included sourcing and installing fixtures and fittings and marketing the new offer. They performed similar roles for the opening of the new Swiss Cottage Leisure Centre and the fully refurbished Kentish Sports Centre. On all these occasions GLL ensured that the centres were fully operational from day 1. GLL and Camden have formed a successful partnership where the Council’s significant and sustained investment in leisure assets has been complemented by GLL’s stewardship achieving sustained growth to the point of paying Camden a significant annual income. Differences of

opinion between GLL and the Council, as both parties are passionate about the leisure services provided, are resolved in a reasonable and professional manner.”

**Nigel Robinson, Head of Sport & Physical Activity
Camden Council**

Reason for Recommendations

126. To appoint a preferred bidder for the operation and management of the Council's leisure centres following a procurement process, whilst ensuring continued consultation with trade unions and affected staff.

Financial Implications

127. The current base budget for Leisure Services in scope for the procurement for 2016/17 is £2.514M. The base budget reflects savings targets that were included in the budget setting process of £435k in 2015/16 and £850k in 2016/17 in relation to a new operating model for the service. The timeline for the procurement of a leisure partner has been delayed and as a result these savings have not been achieved. In recognition of the evolving timeline a revised affordability target was set by the Council for the purposes of the procurement to provide a realistic target for evaluation purposes and with the aim of achieving the savings at a later date.
128. The revised affordability targets set by the Council were reflected in the evaluation criteria set for the evaluation of final tenders and communicated to bidders. The evaluation was based on a financial model that assumes a contract start date of 1st November 2016 and therefore includes a 5-month period for 2016/17. The affordability target for 2016/17 was set as £750,000, with nil subsidy to be reached by financial year 2019/20 and maintained for the life of the contract. Bidders were informed that due to the financial pressures the Council would be unlikely to award a contract where the cost of the solution did not fall within the affordability envelope.
129. The outcome of the evaluation process of Final Tenders identified the preferred bidder that provided the Most Economically Advantageous Tender (MEAT) for the Council as GLL. The preferred bid was successful in meeting the revised affordability targets set by the Council.
130. Following the identification of the preferred bid the Enhanced In House Model was used as a comparator and a full financial comparison was undertaken. Further details of the financial comparison can be found in the Financial Summary, which is attached as **Appendix 6 (Exempt)** to this report.
131. The Financial Summary shows a comparison of the preferred bid and the Enhanced In-House Model and illustrates the impact of each option against the current budget for leisure services within scope.
132. The costs of the Enhanced In House model shown in the Financial Summary do not include the current cost of central support services that may be recharged from the Council as those services are not included in the current budget allocated for leisure services. The preferred bid will

include indirect costs of a central support service nature as well as the direct cost of providing leisure services. This method allows a clear view of the impact on the current budget for leisure services for each option. It should be noted that any changes to the demands placed on support services that arise as a result of a contract being awarded will be managed by those individual support services as they respond to future demands and constraints, and considered as part of their own directorate budget proposals.

133. The preferred bidder, GLL, is a not for profit organisation and is therefore able to take advantage of significant savings through NNDR relief under the Local Government Finance Act 1988. These savings have been included within the preferred bid and have contributed to GLL's ability to reduce the cost to the Council. The Enhanced In House Model will remain as a Council run service and is therefore not able to take advantage of any NNDR relief. This position is reflected within the Financial Summary.

Preferred Bid

134. The total costs of the service from 1st November 2016 to the end of the contract period projected in the event of awarding a contract to the preferred bidder is £6.842M. This includes a final tender cost of £4.725M plus associated client function costs of £2.116M. Based on the current base budget for those services in scope, this would achieve total savings of £31.933M over 15 years and a recurring budget reduction of £2.463M to be achieved by 2019/20.
135. The preferred bidder proposes to provide significant investment into Cardiff's leisure facilities over the contract term. There is some financial responsibility and risk that will be retained by the Council in the event of awarding this contract and where possible specialist advice has been sought and costs have been included within the financial comparison. The most significant areas of risk being maintained include the maintenance responsibility for structures and roofs of the facilities, and the risk of changes to the pension contribution rates. However, the awarding of a contract would give greater future certainty to the cost of leisure provision in Cardiff under a contractual agreement with risks in relation to utilities, delivery of investment opportunities, achievement of income targets and maintenance of facilities (excluding structure and roofs) being borne by the contractor.

Enhanced In House Model

136. The total cost of the service from 1st April 2016 to the end of the contract period projected in the event of the implementation of the Enhanced In House Model is £8.913M. This includes the cost of the Enhanced In House Model totalling £8.359M plus associated retained maintenance costs of £0.554 M. Based on the current base budget for services in-scope this would achieve total savings of £29.862M over 15 years and a recurring budget reduction of £2.383M to be achieved by 2031/32.

137. The Enhanced In House Model assumes capital investment of £3.5M to be made across the leisure portfolio to be funded through prudential borrowing with borrowing costs being built into the financial model.
138. The Enhanced In House Model has been reviewed by an internal challenge team that raised significant financial risk around deliverability. Whilst it was recognised that the In House operation has a proven record of reducing the subsidy year on year with significant achievements being made in generating new income and reducing costs, it was also noted that this has been particularly challenging in 2015/16. Specific concerns were raised around the calculation of increased membership revenue, the realisation of swimming income, the lack of any advertising and marketing costs and the options chosen for investment. Furthermore, the review highlighted that timescales involved in changing employee roles may cause delays to the achievement of savings and concerns were also raised over the capacity of the In House team to deliver such significant change at the rapid pace required.
139. It should be noted that the figures for the Enhanced In House Model included in the Financial Summary at Appendix 6 (Exempt) have not been adjusted to reflect the risks highlighted above.

Summary

140. In conclusion, the award of a 15-year contract to the preferred bidder will provide the greatest financial savings over the life of the contract totalling £31.933M enabling total recurring budget reductions of £2.463M, surety of future financial costs of leisure services and significantly reduced financial risk for the Council over the next 15 years. If a contract is not awarded and the operation of leisure services is retained in-house through the Enhanced In House Model, there will be no transfer of financial risk away from the Council and in the event that the financial targets are not achieved then any deficit will need to be borne by the Council.
141. The 2015/16 and 2016/17 Budget Reports highlighted the extreme financial challenge that the Council has faced in recent years and the materiality of the service choices faced as a result. It is recognised that as the Council seeks to realign itself to a lower, financially sustainable base, the nature of savings has shifted, and alternative delivery models now form a key component of the medium term financial plan. As such, work to drive alternative delivery models to their conclusion based on robust decisions and to implement without delay is key to the Council's ongoing financial resilience. Moving forward, keen regard will need to be given to the consequential impact of alternative delivery models on the Council's business including the changing nature of the workforce and income streams that will no longer be the direct control of the Council.
142. The Council's Investment Review Board met on 20 July 2016 to review the Business Case and to understand the differences in risk profile between the submissions from the preferred bidder and the Enhanced In House solution. Due consideration was given to the points discussed and approval was then given to the recommendation made in the Leisure ADM Business Case.

Legal Implications

143. The proposed recommendation is to award the Leisure Operating contract. These legal implications deal with the key points of the procurement process and form of contract in respect of the recommendation.

Procurement Process

144. Given the date the Procurement commenced (the Contract Notice for this procurement was published 24.10.14), the relevant procurement regulations are the Public Contract Regulations 2006, as amended, (“the 2006 Regulations”).
145. Previous legal advice was given to the effect that the services being procured fell within, what is referred to as, Part B services in the 2006 Regulations (and thus are not subject to the full ambit of the 2006 Regulations”) and or could be viewed as a service concession contract that fell outside of the scope of the 2006 Regulations. This is, however, a substantial procurement; the proposed contract is of significant value and for a proposed term of 15 years. To that end and in order to comply with the EU Treaty based principles of transparency, equal treatment, non-discrimination, and proportionality (such principles applying to Part B services) it was recommended that a contract notice be advertised in the OJEU, that the procurement process be carried out in an open and transparent manner and that all bidders be treated equally.
146. Of importance in this case is that (i) the Council elected to follow the competitive dialogue process and (ii) in carrying out the procurement it is obliged to comply with ‘general principles’ of; equal treatment, transparency, proportionality, mutual recognition and non-discrimination.
147. Detailed legal advice has been provided to the Project Team and legal implications included in the various officer decision reports throughout the procurement process at each key stage.
148. In line with good practice, if the recommendation is approved, then it is proposed that the successful and unsuccessful bidder will be notified of the outcome of the evaluation along with their scores, the winning score and feedback from the evaluation panel. The decision to award the contract, if given, will be subject to the Council’s “call-in” period together with a voluntary standstill period. Accordingly, the letters to be sent to the bidders notifying them of the outcome of the procurement will be made strictly subject to the Council’s call-in period and the voluntary standstill period. What this means is that the contracts cannot be formally concluded until the call-in period and the standstill period have expired.
149. With all major projects, there is always a potential risk of challenge. In addition to the standstill and call in period referred to above, given the scale and nature of the project and the significance of the decision being sought it is suggested that a minimum 30-day period is applied between the date the decision is made and the date any contract is formally entered into. As detailed within the report, final tenders have been received and

evaluated. Following that evaluation, a Preferred Bidder has been identified. Part of the evaluation comprised the legal evaluation which was completed and approved by the in-house legal team.

150. In determining whether to appoint the Preferred Bidder the Council should satisfy itself that the solution offered by the Preferred Bidder represents a competitive offering and value for money. The body of the report and appendices, including the financial Business Case, address these matters and highlights how the procurement process followed was designed to maintain competitive tension throughout so as to secure competitive bids that met the Council's requirements.

Form of Contract

151. It is important that the decision maker and project team are content with the form of contract. The draft contract is based on the Leisure Operating Contract issued by Sport England, version 8 May 2013 (as amended by the Council) which is an industry standard form of contract.
152. The contract is intended for use by authorities who have existing facilities which they would like to be operated and maintained (including minor refurbishment). The Sport England form of contract is an industry standard and is generally accepted by the leisure market. Accordingly, there have been minimum amendments made to the standard form.
153. The contract extends to some 350 pages and as such is not practicable to explain each of the contractual provisions in this advice. Some of the key provisions are as follows:
 - i) The proposed contract is for a term of 15 years with no option to extend;
 - ii) The contract is designed to govern the relationship between the Council and the Contractor with regards to operation and maintenance of the leisure Facilities;
 - iii) The contract sets out what happens in the event of default by the Contractor, how disputes are to be resolved and what "events" enable the Council to withhold/set off payments and ultimately terminate the contract;
 - iv) The contract sets out payment obligations of the Council;
 - v) The contract also deals with what happens to the Facilities upon early termination or expiry of the contract and consequences of such termination;
 - vi) Change in law – the contract contains provisions to deal with changes in law and who bears any consequential costs that flow. In certain circumstances this may be the Council;
 - vii) Variation – the contract provides for an annual payment; such price/payment is based on the Council's requirements. Whilst the contract enables the Council to vary its requirements (variations), should the Council change its requirements, then it is important to note that the contract price (cost) may alter;
 - viii) The Council is responsible for repairs of the structure of the Leisure centres – see Business Case for further details;

- ix) The Council requires an open pension scheme and the contract provides for this, further the risk on any increases in contribution rates, throughout the contract sits with the Council. For further details, please see Business Case;
- x) Throughout the contract there are various industry standard provisions included dealing with events which might occur during the period of the contract which might impact on the cost and provision of the service;
- xi) Caps on liability – the contract contains caps on the Council's liability which serve to restrict the Council's liability in respect of certain specified matters only. These are detailed in the Business Case;
- xii) The contract contains a dispute resolution procedure allowing for consultation between the Council and the Contractor, then adjudication and finally recourse to the courts in order to resolve a dispute.

154. The Council has looked to maximise value for money throughout the procurement by ensuring that risks are allocated to the party (the Contractor or the Council) best able to manage the risk. The Contract reflects this approach. Further details on the terms and conditions of the contract are set out in the Business Case.

Consultation

155. It should be noted that the carrying out of consultation with the public and any interested party, gives rise to a legitimate expectation that the consultation exercise will be carried out properly; in particular, that the outcome of the consultation will be considered.

Powers and duties

156. The Council has a duty to seek to continually improve in the exercise of its functions (which includes where appropriate powers) in terms of inter alia strategic effectiveness, service quality and availability, sustainability, efficiency and innovation pursuant to the Local Government (Wales) Measure 2009. The proposed contract contains an obligation on the Contractor to make arrangements to secure continuous improvement.

Employment law matters

157. Please see HR implications for further details.

Equality Impact Assessment

158. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010. Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a) Age, (b) Gender reassignment (c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (l) Religion or belief – including lack of belief.

159. The report identifies that an Equality Impact Assessment (“EIA”) has been carried out, which EIA has been updated as the project has progressed. The EIA is attached as Appendix 2 to this report. The purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision and the assessment should be regularly updated as the procurement progresses.

HR Implications

160. As stated in the body of the report there are 171 FTE employees affected by this decision. The effect on employees has been discussed in detail with the proposed preferred bidder as part of the competitive dialogue process. It has been made clear that as part of any transfer employment legislation is to be followed especially the Transfer of Undertakings (Protection of Employment) Regulations (TUPE). Also bidders were informed that they will have to abide by the Code of Practice on Workforce Matters which applies in Wales.
161. As part of the competitive dialogue process, there were detailed discussions regarding the Local Government Pension Scheme both for transferred employees and new employees, and the preferred bidder has applied this scheme to both groups of employees.
162. As part of the evaluation process, under Workforce Management, the preferred bidder carried out the requirements including those listed below to an excellent level:
- a management structure for managing this contract;
 - a structure for managing and operating each facility;
 - roles and responsibilities within their structure;
 - methodology for improving employee satisfaction;
 - proposals to maximise the promotion of equality and diversity and also social, health and economic well-being of communities;
 - proposed employee training and development policy;
 - policies including violence at work, grievance and whistleblowing;
 - communication and engagement strategy for engaging with employees in the mobilisation period and implementation of their transition plan including the requirements under TUPE; and,
 - methodology for meeting the requirements of the Welsh Authorities Employee Transfers (Direction) 2012 and the Code of Practice on Workforce Matters 2014.
163. There have been initial briefing sessions with both Trade Unions and affected employees on the information included within this report. There will be more detailed consultation following the decision of this report.

164. Within the body of this report, there are details regarding the Client function which will remain within the Council. The implementation of this section will follow the corporately agreed processes for job evaluation and recruitment and selection of employees.

RECOMMENDATIONS

Cabinet is recommended to:

1. approve the appointment of Greenwich Leisure Limited (GLL) as the Preferred Bidder for the operation and management of the Leisure Facilities referred to in the report, while ensuring that the Council retains ownership of the facilities;
2. approve that authority be delegated to the Director of City Operations, in consultation with the Cabinet Member for Community Development, Co-operatives and Social Enterprise, the Section 151 Officer and the Monitoring Officer, to finalise the procurement to contract close (including conclusion of the proposed Leisure Operating contract with Greenwich Leisure Limited (GLL) in respect of Eastern Leisure Centre, Fairwater Leisure Centre, Llanishen Leisure Centre, Maindy Centre, Pentwyn Leisure Centre, STAR Centre (Splott), Western Leisure Centre and Penylan Library & Community Centre and to deal with any ancillary documentation and matters);
3. note the decision to remove the Channel View Centre from the Council's wider procurement process due to its improved financial performance and strategic access to the waterfront in Cardiff Bay which is being developed as part of a new Cardiff Bay masterplan (see paragraph 42); and
4. agree to continue ongoing discussions with the Trade Unions and consultation with employees, in accordance with the requirements of TUPE legislation, up to and beyond the date of transfer.

ANDREW GREGORY

Director

26 July 2016

The following appendices are attached:

Appendix 1 – Cabinet Report (15 May 2014): Management of Leisure Centres & Arts Venues

Appendix 2 – Equality Impact Assessment

Appendix 3 – Letter from the Chair of the Economy & Culture Scrutiny Committee

Appendices 4, 5 and 6 (as identified above) contain information which are exempt from publication under paragraph 14 (information relating to financial or business affairs) of Schedule 12A Part 4 and paragraph 21 (public interest test) of Schedule 12A Part 5 of the Local Government Act 1972 (as amended). It is viewed in the public interest to treat the documents referred to above as exempt from publication. Put simply, the rationale for this is that in order for the Council to

be able to effectively evaluate tenders received it requires bidders to provide details of the commercial make up of their bid which they may not do so if they thought such information would be made publicly available. The adverse impact on the procurement process due to such disclosure would result in a less effective use of public money. Therefore, on balance, it is submitted that the public interest in maintaining exemption outweighs the public interest in disclosure. That said redacted versions of key documents will be made available, if requested.

Appendix 4 – Exempt Unredacted Business Case (Exempt from publication)

Appendix 5 – Exempt Evaluation Report (Exempt from publication) and tender documentation submitted by bidders

Appendix 6 – Exempt Financial Summary (Exempt from publication)

The following background papers have also been taken into account:

Cabinet Report (15 May 2014): Establishing a Programme of Organisational Change for the City of Cardiff Council

Cabinet Report (19 March 2015): Cardiff International Sports Stadium

Wales Audit Office (December 2015): Delivering with Less – Leisure Services

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 15 MAY 2014

MANAGEMENT OF LEISURE CENTRES AND ARTS VENUES

**REPORT OF THE DIRECTOR OF SPORT, LEISURE AND
CULTURE**

AGENDA ITEM: 6

**PORTFOLIO: COMMUNITY DEVELOPMENT, CO-OPERATIVES AND
SOCIAL ENTERPRISE**

Reason for this Report

1. To outline future management options for the Council's leisure centres, the New Theatre and St David's Hall, and to seek approval to commence the process of procuring one or more management partner organisations.

Background

2. This report provides detail on the management options for the Council's leisure centres, St David's Hall and New Theatre, following work of Max Associates carried out for the authority. The benefits of key options are considered, along with the likely financial impact, which followed detailed analysis of the current performance, through comparing with other areas UK-wide and through soft market testing.
3. This report seeks Cabinet decisions relating to the procurement of a management partner/new operating model, to be determined through the production and issuing of detailed performance specifications for the leisure centres and the two arts venues. The Cabinet is invited to agree to the issuing of Prior Information Notices (PINs) with a view to two separate procurement processes being run: one for leisure centres and one for the arts venues. This report invites Cabinet to approve that an engagement and consultation exercise is carried out with staff, Trade Unions and key stakeholders on the proposals; and that operating partners are sought that would give the greatest financial surety for the Council; maximise savings and reduce overall service deficits, and entail minimal residual risk for the authority, whilst meeting social objectives sought by the Council. This process will invite fresh and innovative ideas for the management of the facilities, potentially with view to enhancing the offer for Cardiff residents and visitors.

Issues

4. The Council's leisure centres provide a significant and highly valued role in the health and wellbeing of residents throughout the city, generating 2.2 million attendances in 2013/14. The Council's leisure facilities play an important strategic role in delivering on corporate health and wellbeing objectives, and in particular participation in sport and physical activity. The performance of the leisure centres is variable, with a wide range of attendance and subsidy levels across the portfolio. For instance, in 2012/13, Llanishen Leisure Centre achieved 471,684 attendances at a net subsidy level of £601,024 and a subsidy per user of £1.27; Western Leisure Centre attracted 261,949 attendances at a net subsidy of £588,892 and a subsidy per user of £2.25, and Channel View Centre attracted 85,701 attendances at a net subsidy of £354,869 and a subsidy per user of £4.14. St David's Hall and New Theatre generate more than 400,000 attendances across a broad range of shows, programmes and workshops, and generate £38 million of economic benefit for the city each year. Together, the arts and leisure venues contribute greatly to the cultural richness of the city and its national and international reputation as a great place to live and work. Also, through their varied and diverse programmes offered, they contribute significantly to the Council's three aims of economic development, education and skills, and supporting vulnerable communities. However, with the financial pressures, it is only right that the Council explores whether alternative management models would both provide desired outcomes for the city and its residents and also achieve financial savings. The provision of Leisure and Cultural facilities and services is a permissive and discretionary power of local authorities and will always be likely to be placed under scrutiny for financial savings. In the financial year 2014/15, there is a saving of £650K to be made against the two cultural venues, including an element in the region of £300K to be found through alternative management arrangements.
5. Certainly, over the past 15 years or so across the UK, there has been a strong movement towards local authorities partnering with other organisations in the management of their leisure and cultural facilities. Cardiff has stayed outside this movement, keeping its facilities in-house. Across the UK, only 28% of leisure centres and swimming pools are now managed in-house, with the majority being managed by Trusts, private sector contractors or by the education sector. Wales has not moved with the same speed as England in partnering on facility management. However, Torfaen has established a Trust for the management of its facilities, Newport is working on the establishment of one also. Bridgend has secured the services of GLL (a social enterprise) and HALO to manage its leisure centres, and Parkwood (a management contractor) manages the leisure facilities in Vale of Glamorgan.
6. The projected financial position (both revenue and capital) for the Sport, Leisure and Culture Directorate and the estimated savings requirement arising from the Council's medium term financial outlook has necessitated work being carried out in recent months on the development of alternative management options for the services. The Economy and

Culture Scrutiny Committee established a Task and Finish Group to consider in detail the options available to the Council and to help shape the thinking of the Council. A summary of the views from the Task and Finish Group can be seen in Appendix 2 of this report.

7. The Council appointed Max Associates to work alongside staff in the Sport, Leisure and Culture Directorate for three months in early 2014 to provide practical information and data that would enable the authority to determine the best delivery model for the leisure and arts facilities. Max Associates are highly regarded within the leisure business with a depth of knowledge of the leisure market. The company analysed each budget line for the facilities, considered local markets and compared the financial and usage performance with national data sets. The aim was for Max Associates to give its recommendation on the delivery models that would work best for Cardiff (whether they be establishment of a trust, use of an established trust or management contractor, or remain 'in-house') and inform the authority of the implications of them. In its work, Max Associates was to liaise with management contractors and trusts to ensure that the Authority was given the most accurate and up to date assessment. Max Associates has carried out similar work with Islington, Waltham Forest, Charnwood, Guildford, Haringey, Southampton, Enfield, Hounslow, East Hertfordshire and South Oxfordshire. A summary of the findings and recommendations of Max Associates is presented in Appendix 1.

Facilities In Scope

8. The two arts venues are St David`s Hall (the national Concert Hall for Wales and the National Conference Centre) which accommodates 1,960 people for classical concerts, and events of national and international significance, such as the Cardiff Singer of the World; and New Theatre (the Edwardian lyric-style theatre of 1091 seats) providing a wide artistic programme of live performances, ranging from large scale drama, musicals, dance, children`s shows, pantomime, tours, collaborations, and educational workshops.
9. The Leisure Centres 'in scope' for the Max Associates work were Llanishen Leisure Centre, Eastern Leisure Centre, Fairwater Leisure Centre, Western Leisure Centre, Pentwyn Leisure Centre, Maindy Centre, Channel View Centre and Cardiff International Sports Stadium. The Splott Hub was also considered, although the overall management of that facility has yet to be determined. Although not included within the scope for the Max Associates work, the level of interest in managing other sports and leisure venues is explored if the authority goes to the market.
10. The International Pool, which is operated on behalf of the Council by Parkwood Leisure on contract until 2017, is outside the scope of this work. However, the pool may revert to the Council in 2017, hence the opportunity exists to specify that the International Pool could be added to an operator`s portfolio at that time. It is worth noting that currently, it is believed that there may be possibilities to discuss with Greenbank Ltd

the prospect of having an integrated management solution for the new Ice Arena opening in 2015 and the Snow Dome anticipated for 2017 at the International Sports Village, which could include the International Pool (and potentially the International White Water Centre) in due course. However, for the purposes of the proposed procurement for a contractor for the management of leisure centres, the pool and the other facilities at the International Sports Village are excluded from the initial scope, although the procurement should facilitate inclusion at a later date.

Wider Exploration and the Financial Position

11. Over the past few years, there has been a significant amount of work to improve the income streams generated by the Council's leisure centres and arts venues. This has proved successful, however all the venues operate at subsidy from the Council. The subsidies provided by the Council for the operation of the facilities amounted in 2013/14 to £8.062 million. The total gross costs of operating the facilities amounts to £24.163 million, which includes £2.590 million Facility Management costs (including building maintenance, utility costs and NNDR), £138K insurance and £6.9K Central Transport costs. The value of corporate support staff from HR, Legal, ICT, Finance, Procurement, Health and Safety and Welsh Language and internal Sport, Leisure and Culture Directorate support costs totalled £1.002 million for leisure centres and £305K for arts venues.
12. Although increased income generation targets and cost reduction across these facilities is a priority for 2014/15, the envisaged operating deficits will still be substantial. The indicative budget for leisure centres for 2014/15 predicts a net total subsidy of £4.275 million. The gross spend amounts to £10.584 million, which includes £1.67 million Facilities Management, utility costs and NNDR, and £961K corporate and internal Sport, Leisure and Culture Directorate support costs. The two arts venues will be operated in 2014/15 at a net total subsidy of £2.074 million. The gross spend amounts to £10.080 million, to include £674K FM and utility costs and £284K corporate and internal Sport, Leisure and Culture Directorate support costs. However, it should be noted that these figures include the £650K overall saving envisaged for the arts venues across 2014/15, of which approximately £300K would come from alternative management.
13. Hence, the indicative budget across the leisure centres and arts venues for 2014/15 show a total net subsidy of £6.348 million. The gross budget of £20.633 million includes £2.438 million 'Facilities Management' to include utility costs and NNDR, and £1.245 million corporate and internal Sport, Leisure and Culture Directorate service support costs.
14. Much work has been carried out by officers in visiting other venues under a range of management operations and discussions with national and local organisations with expertise in alternative delivery methods in order to learn from elsewhere. Consistently, service management is seeking to find the best 'in-house' operation for the facilities. This work includes challenging on a regular basis current staffing, programming and pricing

levels, and developing a business and performance management culture that identifies efficiencies and further income generation opportunities. This piece of work will ensure that any facility that continues to be managed 'in-house' will achieve the optimum financial efficiency. However, it is clear that external management organisations are able to bring economies of scale to facilities, a new ethos of management that may otherwise take a long time to create, and reduced central and Directorate overheads.

Strategic Context

15. The Corporate Plan 2014-2017 and the subsequent report from the Chief Executive outlining the future organisational direction of travel of the authority to include more commissioning of services and partnering for provision state the need to explore alternative delivery mechanisms for a range of Council services as a means to achieve both financial savings and enhanced services. The financial position for the Council is so challenging that financial efficiency will have to be a key over-riding factor in the future management of the leisure and arts services.
16. In determining the way forward, it is critical that the key outcomes sought are identified. Subject to Member decisions, the objectives could include the following, having regard to further considerations:
 - protecting the services for the medium to long term
 - maximising savings through income generation and cost reductions, to result in significant overall deficit reduction
 - ensuring the best deal for staff within the strategic context
 - ensuring that the user's voice will be heard in the operation of facilities.

Max Associates' Findings

17. The key outcome of the Max Associates work is as follows:
18. The current financial performance of the leisure centres and arts venues is strong and they are highly valued by residents and visitors to the city. There has been a good level of capital investment into the facilities in recent years and significant strides made in income generation. However, subsidy levels for some of the leisure facilities are higher than national benchmarks and much higher than where a Council has secured a management partner. Against the Sport England and APSE averages for both in-house and commercial operators, Cardiff performs below the norm in cost recovery, income per visit, subsidy per user (although this is variable across the portfolio), staff costs and central costs. Comparators for the arts venues are more complex due to wide variety of programmes across the facilities UK-wide. However, areas for exploration for cost savings were identified in catering, the use of volunteers, cross-marketing, and the high cost of facilities management. For both the arts venues and the leisure centres, the cost of staffing was deemed to be high, although the primary reason for this is the necessary Council's single status agreement through which overtime and additional payments

enhancements are set. Although the study did not aim to look at building quality, Max Associates identified that the leisure facility stock had been improved significantly, but there were still areas where capital investment could be required, such as St David's Hall.

Potential Models

19. There are three main options for the future management of the Council's leisure centres and arts venues:

a. In-House Operated Services

Delivered through direct management of facilities through frontline staff or a Direct Service Organisation. The council would retain full responsibility for all income risk and expenditure including staffing, utilities and repairs and maintenance costs. The Council would be responsible for all investment and replacement of equipment and facilities. The Council would maintain full control over all aspects of service delivery including pricing, programming and marketing. This is the current operation of Cardiff Council.

b. Locally Established Trust

The Trust could be established locally and be 'arms length', independent of the Council. Trusts are able to claim mandatory national non domestic rates (NNDR) relief and sometimes discretionary relief, depending on Council policy. Income on most sports activity is exempt from VAT, however VAT on corresponding expenditure is non recoverable.

c. Established Trust/Private Sector Partner

The services are defined within a specification and the responsibilities of each of the parties are defined within a contract. Specifications tend to be output based, with the contractor providing method statements which form part of the contract, detailing their approach to achieving the specification requirements. The contractor takes a prescribed level of risk. The contractor is usually provided a degree of flexibility in programming, pricing and marketing and is committed to meeting Council objectives, such as increasing participation, reducing subsidy or investing in facilities.

Some contractors will cost in premiums where they have to accept more risk than they are usually willing to take, so Councils are increasingly having to accept a shared risk position in, for example, utility tariffs, building structure (particularly for aging facilities), buildings insurance, pension contribution rates and changes in the law. Contractors are normally able to provide the Council with investment in facilities for either back log maintenance or facility developments which will increase income. There is potential to improve facilities without increasing revenue budgets. Private sector partners and Trusts are often able to provide a management structure that can lever in some of the NNDR/VAT benefits that traditional trusts can offer. Some of the

bigger Trusts may accept the risk of any loss of NNDR/VAT over the contract term.

20. Within the Established Trust/Private Sector Partner option, there is a variety of models; the key points of which Max Associates considered in the report. Many of the features as listed under the Established Trust/Private Sector Partner option above equally apply to Locally Established Trusts, such as operating to a specification. However, a key difference is that usually the procurement of an Established Trust/Private Sector Partner will involve contract price having been achieved through a competitive process.
21. There is a further option, which is the establishment of a mutual led by staff. It is possible that there could be some interest expressed from within the existing services, however a procurement process would give the opportunity for staff to come forward with their proposals in detail.
22. Throughout the UK, there has been a number of instances where contracting hasn't worked well. For example, Enfield Trust and its subsidiary East Herts Leisure Trust were liquidated in 2006, with the local authority subsequently procuring out to a new contractor; and Chiltern Leisure Trust which collapsed in 2000 with the Council meeting the Trust's debts of £1.2 million and transferring the contract to Wycombe Leisure and subsequently re-tendering. In Wales, the best known example is the demise of Clwyd Leisure Trust in Denbighshire.
23. Although the Audit Commission makes it clear that there are a number of advantages and disadvantages of each management option, from its own study it indicated that none of the options stands out in delivering 'the best overall value for money, or consistently results in more investment or higher levels of participation'. However, Max Associates considered how each management option was able to meet the Council's requirements (such as meeting the Council's overall objectives, reductions in central and Directorate costs, improvements in service quality and delivery, economies of scale in staffing, community involvement, financial stability and risk transfer).
24. It is clear from the Max Associates analysis that no single option offers the Council a panacea for all of the issues identified. However, in order to reduce the cost of leisure and cultural provision to the Council, alternative management options need to be considered. New models of service delivery may also enable improved services to be delivered, and a more commercial approach whilst preserving the importance of the delivery of high quality services, accessible to all, in order to support healthier lifestyles. On balance, therefore, partnering an external organisation with regard to managing leisure and cultural facilities is considered to be the preferred option.

Level of Market Interest

25. The soft market testing by Max Associates demonstrated that there is a great deal of market interest in the potential management of both the

leisure centres and the arts venues by specialist operators. Cardiff has internationally recognised leisure and cultural activity and is perceived to be a potential gateway for management organisations to access wider contracts in Wales. The view of Max Associates is that although some contractors and Trusts have experience and a desire to manage leisure centres and arts venues, there are some specialist organisations that it would be unwise to exclude from tendering through the contract being too broad for them. If this was the case, the Council could potentially lose out financially. Hence, the recommendation from Max Associates that there should be two separate procurement processes: one for the arts venues and one for the leisure centres.

Savings Benefits

26. Clearly, the level of savings that the authority may make could only be determined on going out to the market. The level of savings possible will be determined by the extent to which contractors may see Cardiff as the chance to secure a strong foothold in Wales and therefore provide an exceptional deal, whether contractors believe that the Council has generated good levels of income already within its business model for its facilities, the extent of competition in the locality, and a host of other factors. However, the most important element that would determine the level of any savings possible would be the contents of the specification and how the market would respond to it. Certainly, the financial priorities for the Council would be key determinants in the process of evaluating and delivering the outcome.
27. However, on an indicative basis, Max Associates believe that across the leisure and arts portfolio it should be possible to secure annual savings that would be split fairly equally across increased income, reduction in central and Directorate costs and NNDR/VAT. It is recognised that the actual savings levels would only be known when the Council sets its parameters for the procurement and the market responds to the procurement process. Given the Council's financial challenges, the outcomes put in place would need to ensure that sufficient financial flexibility to make further savings and/or increased revenue generation remains across any contract period.

Priorities for the Council

28. Should a procurement exercise be instigated, additional guidance and detailed specifications would have to be produced for the leisure centres and arts venues, to guide interested parties in submitting proposals. A key theme in the management of leisure centres elsewhere is the focus on healthy living, with the following elements generally sought in the procurement of a partner:
 - a. Healthy Living – ensuring that residents experience good health and live an active life
 - b. Children and Young People – ensuring that children and young people are healthy, safe and enjoy a range of activities

- c. Strong Communities – ensure that people engage with their communities and that the voluntary sector is strong and supported
 - d. Sustainable Facilities – ensure that appropriate investment is secured for the facilities that will enable the needs of the residents to be met and that energy efficiency and environmental sustainability is at the heart of the operation of the facilities
 - e. Cost Effective Delivery – enable maximum financial performance and long-term stability of the facilities, whilst supporting social outcomes.
29. For the arts venues, a similar approach would be taken to preparing guidance for interested parties. The authority may deem that similar focus should be sought as to the leisure centres, such as children and young people, strong communities, sustainable facilities and cost effective delivery, but that the outcomes from the arts venue management should include guidance on pricing, programme, community responsiveness, equity and operating times.
30. However, there are other matters that would affect the procurement of a management partner. It is proposed that subject to Members' decisions, the following principles should underpin any procurement. It should be appreciated that some of these principles will impact on the level of savings that could be achieved, and that the need to drive down or even eradicate the financial deficit should be a primary aim:
- a balance between financial surety, the meeting of social objectives and flexibility within the contract arrangements to reflect changing financial and other circumstances of the Council
 - the residual risk for the Council from any partnership should be reduced
 - reinvesting 'retained income' into the service
 - the Council should maintain some element of control over pricing and programme of the facilities
 - quality standards should underpin the choice of management partner
 - the Council and operator should liaise together on a regular basis
 - the local community should have an input into the operation of the facilities
 - the Unions should be fully consulted regarding any arrangements made taking into account the best interests of staff, within the strategic context.
31. Clearly, over the length of any contract, financial, social and political circumstances and priorities could change. Hence, it would be important that any agreement secured over the management of the leisure centres and arts venues allows for flexibility.

New Theatre

32. Soft market testing has demonstrated interest in the management of New Theatre. Should firm proposals on the management and operation of the New Theatre emerge separate to any procurement exercise, then these would be reported to Cabinet.

St David's Hall

33. Within the Corporate Plan 2014-2017, the Council pledges to explore the options for new concert hall space by 2017. The reason for this is primarily due to the age of the facility and that in forthcoming years there will be a need to inject capital into modernising the venue. One way in which a new hall could be achieved is through including within the specification for an arena/conference centre an additional hall suitable for symphonic performance. However, the likely cost of progressing with such a new hall as part of the arena/conference hall development may be prohibitive. Hence, it is recommended that a new management operator be sought for St. David's Hall for a reasonable contract length, through which the provision of capital investment could be explored.

The Procurement Process

34. It is proposed that the Council issues PINs to the market to ascertain market interest, with view to two procurement processes being instigated; one for leisure centres and one for the arts venues. Max Associates will be retained to input into project management of the procurement process, working alongside Council officers in leisure, HR, legal, procurement and finance. The advisors will support the Council through the process of procuring a partner, assessing the various options available, and ensuring tender documentation and specifications meet the Council's requirements to deliver a service in accordance with its agreed strategies and priorities. The criteria through which the interested partner organisations would be assessed would also be developed in this way. It should be stressed that the in-house model should be the Council's 'default position'.
35. It is envisaged that the procurement process will enable a new management partner to be in place for the leisure centres by Summer 2015. It is recommended that in light of the financial savings target for the authority for 2014/15 against the two cultural venues, the arts venues procurement process is accelerated, ideally with view to the venues being under a new management operator prior to the end of the 2014/15 financial year, with the prospect of negotiating savings that would contribute towards this year's savings target.
36. In parallel to this work, officers will continue the process of developing the considerable pre-tender work required and undertake a consultation and engagement process with staff, trade unions and key stakeholders on the proposal to engage a partner organisation. A full consultation exercise with key stakeholders will be carried out on the proposal prior to seeking Cabinet approval of the preferred contractor.
37. A full equalities impact assessment will be carried out before that report to Cabinet, when officers will be in a better position to understand what the impact might be of any changes implemented. There is an underlying commitment that any procurement route ensures that the service remains inclusive. The Council's duties in terms of equalities will be considered at all stages in the process.

Public Consultation

38. Consultation on the proposal for alternative management of the two arts venues was carried out in the budget setting process for 2014/15. However, additional focus group activity is being arranged to ascertain the priority outcomes that the public would desire from the future operation of the venues. Consultation on leisure centre outcomes sought will be 'wrapped up' as part of the wider Cardiff Debate.

Reasons for Recommendations

39. Increasing financial pressures facing the Council over forthcoming years will put pressure on discretionary services. Hence, if leisure and arts provision is to continue, the most cost effective model of operation that secures the required social and strategic benefits for the city must be explored. In order to drive out savings as soon as possible and ensure that the best financial and social agreement is achieved for future years, it is recommended that the Council instigates appropriate procurement processes to approach the leisure management marketplace.

HR Implications

40. Initial consultations are ongoing with Trade Unions and staff regarding the matters outlined in this report. Full and detailed consultations will continue with Trade Unions and staff throughout the procurement process and prior to any decision being finalized. Any advice provided from external HR resources will be tested by internal HR resources to ensure that it is in line with the overall people strategy for the Council. The HR implications and employment law issues will vary depending on the model of alternative delivery. However, the Council will comply with its obligations under statute and guidance with regards to Transfer of Undertakings (Protection of Employment) Regulations (TUPE) or any other employment matters which will apply.

Legal Implications

Powers and Duties

41. A local authority is empowered:
- to provide such recreational facilities in its area as it thinks fit under section 19 Local Authority (Miscellaneous Provisions) Act 1976
 - to do or arrange for doing anything necessary or expedient to the provision of entertainment, provision of a theatre, concert hall etc suitable for giving of entertainments under section 145 of the Local Government Act 1972.
42. The Council has a duty to seek to continually improve in the exercise of its functions (which includes where appropriate powers) in terms of inter alia strategic effectiveness, service quality and availability, sustainability, efficiency and innovation pursuant to the Local Government (Wales)

Measure 2009. The duty also includes setting annual objectives and making arrangements to secure those improvement objectives.

43. There are various other duties which may also be impacted by decisions in respect of the leisure services including the duty to have regard to the Health Social Care and Well-being Strategy when exercising their functions as required pursuant to the Welsh Regulations 2003.
44. The various potential impacts on the performance of these duties will need to be considered in the context of formulation of the procurement strategy if the recommendations are accepted.

Procurement Strategy

45. There are a number of different legal vehicles through which leisure, arts and cultural services can be delivered and each has its own benefits and disadvantages. As the report highlights, none of the options will necessarily stand out in delivering “the best overall value for money or consistently result in more investment or higher levels of participation”. Some anticipated benefits such as level of savings are not capable of being ascertained with any degree of certainty until fully tested whether through procurement or implementation.
46. Because of the reduced control over an external legal vehicle, such an arrangement is generally less flexible/adaptable to changes in requirement and/or funding because of the need by the external legal vehicle for a degree of certainty to deliver the anticipated benefits. If the recommendation is accepted, then it will be essential during the procurement to test the impact of retention of greater control on any savings offered whilst maintaining integrity of the procurement process.

Financial Implications

47. This report recommends that Members approve that the Council carries out a procurement process for the future management of the Council's leisure centres and cultural venues. Project resources will need to be put in place to support this procurement, including if necessary additional specialist advice in addition to the continued engagement of Max Associates. The budget for this procurement will need to be met from existing resources and if necessary will include a drawdown from the Organisational Development Earmarked Reserve which was set aside to enable technical, professional and specialist support for Council change programmes.
48. Max Associates were engaged to support the Council in the preparation of an options appraisal in respect of the Council's leisure centres and cultural venues. If Members approve the recommendation to carry out procurement, Max Associates have advised that they will support the Council through this process at a cost of £60,000.
49. Members are aware that the Council faces significant financial challenges ahead, firstly in the delivery of the savings identified in the 2014/15 Budget Report and secondly in the identification of further

savings to meet the base case Budget Reduction Requirement in 2015/16 of £31.3 million and £92.274 million over a 3 year period.

50. In respect of the 2014/15 budget savings, the report identifies that a sum of £300,000 was identified in respect of Cultural Venues as being achieved through a new management operator being secured for either St David's, New Theatre or both within the financial year. Given this constraint the report identifies that, subject to satisfying the relevant procurement procedures, the process for engaging an operator for cultural venues should be accelerated.
51. The Council's Medium Term Financial Plan identifies a base case budget reduction requirement over £92.274 million, with alternative scenarios that potentially increase this figure to £123.535 million. Given the significant financial challenge ahead, the evaluation process must have a strong focus on financial efficiency. It should also allow sufficient flexibility within the contract to allow the Council, should it require to do so, to consider the overall level of leisure and cultural provision provided.
52. The Options Appraisal identified key factors for consideration against each of these options which includes the financial concerns identified above. The management contractor option is identified as having complex VAT and NDR implications and these would need to be considered further in detail, particularly in relation to any subsequent implications for the Council.

RECOMMENDATIONS

The Cabinet is recommended to:

1. carry out procurement processes for the future management of the Council's leisure centres and arts venues
2. delegate authority to the Director of Sport, Leisure and Culture in consultation with the Cabinet Member for Community Development, Co-operatives and Social Enterprise, the Cabinet Member for Corporate Services and Performance, the Section 151 Officer and County Solicitor to:
 - (i) deal with all aspects of the procurement processes and ancillary matters (including contract award criteria and an assessment of risks including equality impact assessment) and report back to Cabinet with a recommendation as to the decision regarding the contract award(s)
 - (ii) note that an engagement and consultation exercise will be carried out with staff, Trade Unions and key stakeholders on the proposal.

CHRIS HESPE

Director

9 May 2014

The following Appendices are attached:

Appendix 1 – Summary of Max Associates Investigation

Appendix 2 –Pre-decision Scrutiny Letter from Economy and Culture Scrutiny
Committee

1. Executive Summary

- 1.1. Max Associates was appointed in January 2014 to carry out an Options Appraisal for Cardiff Council.
- 1.2. The key objective of the appraisal was “To determine the most appropriate, sustainable and efficient way to ensure a high quality leisure and cultural offer for the people of Cardiff”. The scope of services was defined as the leisure centres and 2 arts venues; St David’s Hall and the New Theatre.
- 1.3. The Council has challenging budget pressures; in total is required to make a minimum £92m of savings over the next three years. The scope of services in this review is tasked to make savings of £2.3m in 2014/15 and will no doubt be asked to make further savings to meet medium term financial pressures.
- 1.4. A review of the performance of the services was completed to provide a ‘baseline’ position to compare any future management options.
- 1.5. The key issues in relation to the Leisure Centres were found to be;
 - The Council’s core objectives are currently to increase participation whilst reducing the current subsidies of the facilities
 - The Council has invested significantly into the portfolio in recent years
 - Total income per visit is within the expected parameters at Llanishen, Maindy and Pentwyn
 - Fitness income per station is improving although at the lower end of expected parameters, particularly at Western LC.
 - Swimming lesson income is increasing with the introduction of direct debits, but there are further opportunities to be exploited; Llanishen is performing very well in respect to lesson income.
 - There are further secondary spend opportunities
 - Operational staff costs and central (which include those attributable to directorate internal support) costs as a percentage of income are high compared to industry benchmarks
 - The overall marketing at the centres and on-line tools could be improved to meet the needs of users and is crucial given the fitness competition and other providers in the market, for example the International Pool and University facilities.
- 1.6. The key issues in relation to the Arts Venues were;
 - The requirement of a clear overall strategy for Arts and Culture across the cultural sector in Cardiff

- Delivery of a long term plan for each venue in relation to the strategy
- The Council has invested into the venues, but there are significant backlog maintenance requirements
- Staffing costs are high in relation to turnover
- Box office duplication and potential savings
- Marketing costs as a percentage of income are high and there are opportunities for savings going forward
- Opportunities for the greater use of volunteers
- Secondary spend opportunities

1.7. A review of the national market for leisure centres showed that of the 4,099 leisure centres and swimming pools in the UK 28% are operated in house, 24% operated by trusts and 9% by a private management contractor. The remaining facilities are provided by either a community group or the education sector.

1.8. The largest national operators include GLL and DC Leisure (Places for People Leisure) who manage over 100 facilities each followed by SLM and Parkwood Leisure (Mintel 2013).

1.9. In relation to arts venues, there is no full national picture of how theatres are managed across the UK. Most are managed either in-house, by locally established trusts or management via a procurement process by a commercial operator. The two main private partners are Ambassador Theatre Group and HQ Theatres.

1.10. Characteristics of each management option

1.11. A review of the potential management options is detailed below.

1.12. In House operated services

1.12.1. Services are delivered through direct management of facilities through frontline staff or Direct Service Organisation (DSO).

1.12.2. The Council retains full responsibility for all income risk and expenditure including staffing, utilities and repairs and maintenance costs. The Council is responsible for all investment and replacement of equipment and facilities. The Council maintains full control over all aspects of service delivery including; pricing, programming and marketing.

1.13. Locally Established Trust

1.13.1. The management of facilities by a Trust can be achieved by establishing a local trust.

1.13.2. The Trust will be an “arms” length company, independent of the Council.

1.13.3. Trusts are able to claim mandatory national non domestic rates (NNDR) relief and sometimes discretionary relief, depending on council policy.

1.13.4. Income on most sporting activities is exempt from VAT, however VAT on corresponding expenditure is non recoverable.

1.14. Established Trust / Private Sector Partner

1.14.1. The services are defined within a specification and the responsibilities of each of the parties are defined within a contract. As the market develops specifications are becoming more output based, with the contractor providing method statements which form part of the contract, detailing their approach to achieving the specification requirements.

1.14.2. The contractor takes a prescribed level of risk. The contractor is normally provided a degree of flexibility in programming, pricing and marketing and is committed to meeting Council objectives; for example increasing participation, reducing subsidy, investing in facilities.

1.14.3. Within the last 5 years, some contractors are becoming more risk adverse, or costing in higher premiums where they have to accept more risk than they are normally willing to take. Councils are increasingly having to accept a 'shared' risk position in, for example, utility tariffs, building structure (particularly in ageing facilities), buildings insurance, pension contribution rates and change in law.

1.14.4. Contractors are normally able to provide the Council with investment in facilities for either back log maintenance or facility developments which will increase income. There is the potential to improve facilities without increasing revenue budgets.

1.14.5. Private Sector Partners and Trusts are often able to provide a management structure that can lever in some of the NNDR / VAT benefits that traditional trusts can offer, although the Council needs to be clear where the risk will lie if any NNDR / Vat savings are not realised or are lost during the contract period.

1.14.6. Many of the larger trusts that compete with private contractors for new contracts have the same advantages/disadvantages of the private contractors. The biggest exception is that they may often accept the risk of any loss of NNDR / VAT over the contract term.

1.14.7. Although the contractual relationship with the Council will be similar with an established Trust and private sector operator, there are a number of strengths and weaknesses that are distinctive and therefore this has been separated in the report – Advantages & Disadvantages of each Management option.

1.15. There are a number of advantages and disadvantages of each management option. The Audit commission makes it clear that from its own study that none of the options stand out in delivering:

'..the best overall value for money, or consistently results in more investment or higher levels of participation..'

1.16. The governance structures of the external management options are provided within the report as are the advantages and disadvantages of each management option.

1.17. Each of the management options were evaluated taking into account the Council's strategic objectives including the delivery of financial savings.

Conclusions and Recommendations

1.18. Max Associates has:

- Completed a full operational review of the scope of services
- Considered the potential management options open to the Council
- Assessed the options given the Council's strategic and financial objectives

1.19. It is noted that due to the current budget requirements the services are already making planned savings. However the review of the existing services has identified both governance and performance savings that could be achieved by the Council if it were to consider the option of procuring an external partner.

1.20. Taking into account the other evaluation criteria, the External Partner option, performed the best in terms of meeting the Council's overall objectives.

1.21. It is believed that Cardiff would be attractive to external partners and the informal soft market test has confirmed this interest.

1.22. It is therefore recommended that the Council develops a procurement strategy for both the Leisure Centres and the Arts Venues.

1.23. It is recommended that there are two separate procurement processes for the leisure centres and arts venues, given that there is a relatively distinct market for each. This would also enable an accelerated process for the arts venues to assist in achieving the short term financial requirements.

1.24. It is recommended that the procurement strategy includes:

- Type of procurement process
- Fully detailed timetable, taking into account the Council's democratic processes
- Consideration of contract length
- Suitable evaluation criteria reflecting the Council's objectives
- Staff and stakeholder communications
- Risk register
- Identification of information required by bidders

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**



Function Title: COP3a (formerly COP3 / SLC 17) New Operating Model for Leisure – Alternative delivery for Leisure – new operating model in Leisure.
New/Existing/Updating/Amending: New/Updated

Who is responsible for developing and implementing the Policy/Strategy/Project/Procedure/Service/Function?	
Name: Malcolm Stammers	Job Title: Operational Manager Leisure and Play
Service Team: Leisure	Service Area: City Operations
Assessment Date: 19.11.2014	
Updated: 29 th January 2015	
Updated: 17 th November 2015	
Updated: 12 th July 2016	

1. What are the objectives of the Policy/Strategy/Project/ Procedure/ Service/Function?

<p>The Council has agreed to progress with a procurement process to determine a new operating model for its leisure centres which will be tested against the enhanced in house provision.</p> <p>It is the intention that there will be a reduction in the subsidy level for leisure services whatever operating delivery model the procurement process recommends.</p>

2. Please provide background information on the Policy/Strategy/Project/Procedure/Service/Function and any research done [e.g. service users data against demographic statistics, similar EIAs done etc.]

Cardiff has a key population of 346,100.	
The following Leisure facilities across the city are within scope for this proposal:	
Centre	Attendances
Llanishen	482261
Pentwyn	287354
Eastern	251281
Western	270475
Fairwater	274656
Maindy	271452
Penylan Community Centre and Library	167955
STAR Centre (Splott Hub planned provision STAR Centre to close)	89142

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**

All of the centres run a comprehensive programme of activities across all age groups, such as soft play, swimming lessons, junior activities, group fitness classes.

All the facilities have gyms.

There are two leisure pools, three traditional pools and a learner and baby pool within the facilities with a potential traditional pool within the new Splott Hub.

Western Leisure Centre is currently the only facility with village changing although this is planned for the new Splott Hub and the Eastern Leisure Centre refurbishment.

A number of women only sessions are held in some facilities.

Maindy Centre also has a cycle track.

3 Assess Impact on the Protected Characteristics

3.1 Age

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative/]** on younger/older people?

	Yes	No	N/A
Up to 18 years	X		
18 - 65 years	X		
Over 65 years	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Depending on programmes provided by a new management operator, there may be a potential detrimental effect on each age groups current facility programming has a balance of casual usage, clubs, community use and course across all ages.

The facilities offer a comprehensive programme for children and young people including:

- Under 5's provision
- Parties
- School Holiday Activity Programme
- Junior Class Programme

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**

- Junior Dry-side Course Programme (including Gymnastics, Football, Trampolining)
- TeenFit.

The Authority has an Aquatic Development Plan which encompasses our Learn to Swim, School Swimming and Free Swimming.

The Authority has an obligation to deliver the Welsh Government's Free Swimming Initiative for children under 16 years of age (during School Holidays) and over 60's.

A range of health initiatives are delivered across all facilities including:-

- National Exercise Referral Scheme, including Cardiac Rehabilitation and Falls Prevention.
- Bump Into Action.
- Foodwise.
- Street Games.
- Daytime Provision (Concession 60+): Snooker, Pilates, Table Tennis, Bowls Classes.
- Women Only Sessions.

The Authority currently runs Crèche facilities at Llanishen Leisure Centre, Pentwyn Leisure Centre, Fairwater Leisure Centre.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.2 Disability

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on disabled people?

	Yes	No	N/A
Hearing Impairment	X		
Physical Impairment	X		
Visual Impairment	X		
Learning Disability	X		
Long-Standing Illness or Health Condition	X		
Mental Health	X		
Substance Misuse	X		

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**

Other	X		
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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Depending on programmes provided by a new management operator, there may be a potential detrimental effect on each group.

A range of health initiatives are delivered across all facilities including:-

- National Exercise Referral Scheme, including Cardiac Rehabilitation and Falls Prevention.
- Bump Into Action.
- Foodwise.
- Street Games.
- Daytime Provision (Concession 60+): Snooker, Pilates, Table Tennis, Bowls Classes.
- Women Only Sessions.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.3 Gender Reassignment

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (People who are proposing to undergo, are undergoing, or have undergone a process [or part of a process] to reassign their sex by changing physiological or other attributes of sex)		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact can be identified in relation to this protected characteristic, although this will be monitored and addressed as necessary.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

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**Equality Impact Assessment
Corporate Assessment Template**

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.4. Marriage and Civil Partnership

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage	X		
Civil Partnership	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact can be identified in relation to this protected characteristic, although this will be monitored and addressed as necessary.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.5 Pregnancy and Maternity

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy	X		
Maternity	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Depending on programmes provided by a new management operator, there may be a potential detrimental effect on this characteristic.

A range of health initiatives are delivered across all facilities including:-

- Bump Into Action.
- Foodwise.
- Women Only Sessions.

What action(s) can you take to address the differential impact?

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**Equality Impact Assessment
Corporate Assessment Template**

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.6 Race

Will this Policy/Strategy/Project//Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A
White	X		
Mixed / Multiple Ethnic Groups	X		
Asian / Asian British	X		
Black / African / Caribbean / Black British	X		
Other Ethnic Groups	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact can be identified in relation to this protected characteristic, although this will be monitored and addressed as necessary.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.7 Religion, Belief or Non-Belief

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

	Yes	No	N/A
Buddhist	X		
Christian	X		
Hindu	X		
Humanist	X		
Jewish	X		
Muslim	X		
Sikh	X		
Other	X		

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Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Depending on programmes provided by a new management operator, there may be a potential detrimental effect on this characteristic.

A range of health initiatives are delivered across all facilities including Women Only Sessions.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.8 Sex

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on men and/or women?

	Yes	No	N/A
Men		X	
Women	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

Depending on programmes provided by a new management operator, there may be a potential detrimental effect on this characteristic.

A range of health initiatives are delivered across all facilities including Women Only Sessions.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.9 Sexual Orientation

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on the following groups?

	Yes	No	N/A

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Bisexual		X	
Gay Men		X	
Gay Women/Lesbians		X	
Heterosexual/Straight		X	

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact can be identified in relation to this protected characteristic.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

3.10 Welsh Language

Will this Policy/Strategy/Project/Procedure/Service/Function have a **differential impact [positive/negative]** on Welsh Language?

	Yes	No	N/A
Welsh Language	X		

Please give details/consequences of the differential impact, and provide supporting evidence, if any.

No differential impact can be identified in relation to this protected characteristic, although this will be monitored and addressed as necessary.

What action(s) can you take to address the differential impact?

At present no definitive actions can be established due to the procurement process.

Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

Any operating model would be required to account for the requirements as set out within the Welsh Language Act and the Welsh Language Standards.

4. Consultation and Engagement

What arrangements have been made to consult/engage with the various Equalities Groups?

Please note that this is an evolving consideration based on information initially

4.C.400	Issue 1	Nov 11	Process Owner: Rachel Jones	Authorised: Rachel Jones	Page 8
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CARDIFF COUNCIL

**Equality Impact Assessment
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gathered in consultations during 2014. As such considerations incorporate potential options relating to differing operational models.

Consultation took place via the 'Changes for Cardiff' Budget public consultation process from 21st November to 12th January incorporating a series of "Changes for Cardiff" engagement and consultation events giving citizens and communities the opportunity to provide feedback on the draft budget proposals.

A New Operating Model for Leisure Centres is included within the overall section on 'Leisure Centres/Arts Venues'.

Of the 3,771 responses, 1,956 (51.9%) agreed that the Council should be looking at different management models for its Leisure Centres, 983 (26.1%) disagreed and 832 (22.1%) didn't know.

Respondents who answered 'Yes' were asked:-

If 'Yes' would you be content with these facilities being managed by the following organisations other than the Council?

Responses to the following question on future management:-

	Yes	No	Don't Know
Leisure Centres Managed by a Trust	1,468 (79.6%)	141 (7.6%)	236 (12.8%)
Leisure Centres Managed by a Social Enterprise	1,302 (76.1%)	204 (11.9%)	205 (12.0%)
Leisure Centres Managed by a Commercial Management Company	890 (48.4%)	627 (34.1%)	320 (17.4%)

Respondents were also asked:-

'In the future management of Leisure Centres which of the following do you believe will be the most important?'

Respondents

Cost to use the service	2,274
Who delivers the service	825
Varied programme of activities	1,983
Opening hours	1,936
Provision for all age groups	2,024
Modern equipment/interiors	1,154

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**

Membership offers	728
Targeted activities e.g. disabled people	866
Other	122

The Corporate response from the Cardiff and Vale Health Board noted that the removal of subsidies for Leisure Centres and subsequent increases in fees are likely to have a disproportionate effect on attendance in deprived areas, resulting in further reduction in services and decreased access of those living in disadvantage.

5. Summary of Actions [Listed in the Sections above]

Groups	Actions
Age	N/A.
Disability	N/A.
Gender Reassignment	N/A.
Marriage & Civil Partnership	N/A.
Pregnancy & Maternity	N/A.
Race	N/A.
Religion/Belief	N/A.
Sex	N/A.
Sexual Orientation	N/A.
Welsh Language	All considerations will account for the Welsh Language Act and Welsh Language Standards.
Generic Over-Arching [applicable to all the above groups]	At present no definitive actions can be established due to the procurement process. Whatever the final operating delivery model adopted, it is an objective of the procurement process that the current level of service is maintained if not enhanced by taking account of the needs of the broader community.

6. Further Action

Any recommendations for action that you plan to take as a result of this Equality Impact Assessment (listed in Summary of Actions) should be included as part of your Service Area's Business Plan to be monitored on a regular basis.

7. Authorisation

The Template should be completed by the Lead Officer of the identified Policy/Strategy/Project/Function and approved by the appropriate Manager in each Service Area.

CARDIFF COUNCIL

**Equality Impact Assessment
Corporate Assessment Template**

Completed By: Malcolm Stammers	Date: 19.11.2015 Updated: 29 th January 2015 Updated: 17 th November 2015 Updated: 21 st July 2016
Designation: Operational Manager Leisure and Play	
Approved By: Andrew Gregory	
Designation: Director	
Service Area: City Operations, Sports, Leisure and Culture	

- 7.1 On completion of this Assessment, please ensure that the Form is posted on your Directorate's Page on CIS - *Council Wide/Management Systems/Equality Impact Assessments* - so that there is a record of all assessments undertaken in the Council.

For further information or assistance, please contact the Citizen Focus Team on 029 2087 3059 or email citizenfocus@cardiff.gov.uk

Fy Nghyf / My Ref: NRS/RM/PBr/21.07.16

Dyddiad / Date: 22 July 2016



Councillor Peter Bradbury
 Cabinet Member: Community Development, Co-operatives & Social Enterprise
 City of Cardiff Council
 County Hall
 Cardiff
 CF10 4UW

Dear Councillor Bradbury

ECONOMY AND CULTURE SCRUTINY COMMITTEE – 21 JULY 2016

Thank you for attending the July meeting of the Economy and Culture Scrutiny Committee, where we considered the proposals coming forward from the Leisure Centre Management Procurement Exercise. I will be grateful if you could also pass on the thanks of the Committee to the many officers who attended the meeting and addressed the questions we raised during the meeting.

I have written separately to Councillor Hinchey following our pre-decision scrutiny of these proposals. Please note that the comments made to Councillor Hinchey are the same as those given below.

Following our deliberations on this topic, the Economy and Culture Scrutiny Committee recognise the rationale behind the recommendation being made to Cabinet to approve the proposed appointment of the preferred bidder, Greenwich Leisure Ltd for the operation and management of Cardiff Council's Leisure Facilities. During the meeting Trade Union representatives made a strong case for the decision to be delayed, requesting additional time to review the information contained within the papers in more detail. We concur that a large amount of information has been provided with relatively short notice to fully examine the finer details of the business case; however the committee does not feel that further examination of the information available would lead us, or indeed the project team, to a different conclusion. In light of the severe financial pressures and risks facing the Council, we cannot endorse a delay in this decision being made, given that we do not have confidence that a suitable alternative to this proposal is likely to come forward.

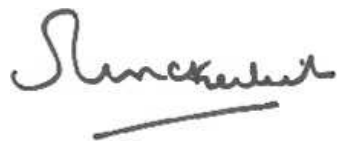
Some of the key areas discussed at the meeting included concerns relating to contract conditions, staff employment conditions, the ability to hold GLL to account if the required quality of service is not delivered and whether the Council would be in a position to prevent GLL closing leisure centres further into the 15 year contract. Assurances were given by officers during the meeting that the Council will have a strong influence of these areas through the contract which is to be agreed with GLL. Members of the Committee recognise the vital role of the Client Function which will

be established to monitor and manage the agreed contract. During the meeting officers commented that other local authorities have encountered difficulties having established a weak client function and we would stress the importance that these mistakes are not repeated in Cardiff, providing the ability for the Council to challenge and enforce the conditions that are agreed at the outset of the contract with GLL.

The Committee also heard concerns about the working practices implemented by GLL elsewhere in the UK. We note the concerns which Trade Unions have raised in respect of their members in Cardiff and we welcome the passion with which each representative presented their case in protecting the interests of their members. From the evidence provided at the meeting, Members of the Committee were, however, reassured that these are issues of which the project team are aware. We understand that they will look to mitigate this risk through a robust client function and the detailed discussions and negotiations which will be undertaken in finalising contract arrangements with GLL.

I would be grateful if you would consider the above comments, observations and recommendations, and look forward to receiving your feedback.

Regards,

A handwritten signature in black ink, appearing to read 'Rod McKerlich', with a horizontal line underneath it.

Councillor Rod McKerlich
Chairperson, Economy and Culture Scrutiny Committee

cc Leisure Centre Management ADM Project Team
Trade Union Representatives
Cabinet Support Office
Members of the Economy and Culture Scrutiny Committee

By virtue of paragraph(s) 14, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

NON-DOMESTIC RATES - WRITE OFFS

REPORT OF CORPORATE DIRECTOR RESOURCES

AGENDA ITEM: 5

PORTFOLIO: CORPORATE SERVICES & PERFORMANCE (COUNCILLOR GRAHAM HINCHEY)

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

Reason for this Report

1. The purpose of this report is to obtain formal authorisation to write off Non-Domestic Rate debts which exceed £100,000 in value. This request is made in accordance with Part 3, section 2, of the Cardiff Council Constitution, Executive Decision making function number 20.

Background

2. Cardiff Council has a statutory obligation to levy and collect business rates from all relevant non-domestic properties in its area. There are around 12,000 rating assessments currently shown in the Rating List leading to rate liabilities varying in size from £250 to over £1.75 million per year.
3. The collection rate for business income for the year 2015/16 was 96.08% which was an increase of 0.45% on the previous year. All business rate income is paid into a National Pool for Wales and redistributed back to local authorities on a per capita basis. For 2015/16 £188.68 million was paid into the national pool of which £101.25 million was redistributed back to Cardiff Council. A recent Independent Commission into Welsh Local Government Finance (LGF) has recommended that any future overhaul of the LGF system should include the localisation of business rates therefore the collection rate of each individual council could become more critical in future years.
4. For 2016/17, Cardiff Council is responsible for billing and collecting approximately £200 million worth of business rates and inevitably there are occasions where collection of the full tax is not possible resulting in the writing off the outstanding debt. This course of action is taken only after all

possible recovery options have been exhausted. These include sending reminders, final notices, and the obtaining of liability orders from the Magistrate's Court, which then entitles the authority to instigate further action such as bankruptcy/liquidation proceedings or the ability to levy distress, (the distraining and selling of taxpayer's goods, the proceeds then being used to offset against the debt).

Issues

5. The confidential appendices detail a number of accounts in respect of a single ratepayer which have an aggregate outstanding rate liability in excess of £100,000 and give a brief history of the case. The liabilities relate to occupied property rate charges and despite officer's best efforts it is highly unlikely that the outstanding debt will ever be recovered. (If any money is subsequently received the accounts will be adjusted accordingly).

Reason for Recommendation

6. It is recommended that the debts are written off as they are irrecoverable.

Financial Implications

7. Business rates are collected on behalf of the Welsh Government. All collections are pooled and redistributed back to local government on a per capita basis. The cost of all write offs are borne by the pool and not directly by the Council.

Legal Implications

8. The debts to be written off exceed the level at which officers have delegated powers to deal with, and therefore authorisation is required from the Cabinet.

RECOMMENDATION

Cabinet is recommended to authorise the write off of debts amounting to £1,849,173.37 as outlined in Appendix A.

CHRISTINE SALTER

Corporate Director
21 July 2016

The following confidential appendices are attached:

Appendix A – Summary of debts to be written off.
Appendix B – Details of the case

By virtue of paragraph(s) 14, 21 of Part(s) 4 and 5 of Schedule 12A of the Local Government Act 1972.

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**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

CORPORATE RISK REGISTER – YEAR END POSITION 2015/16

REPORT OF CORPORATE DIRECTOR RESOURCES

AGENDA ITEM: 6

**PORTFOLIO: CORPORATE SERVICES & PERFORMANCE (COUNCILLOR
GRAHAM HINCHEY)**

Reason for this Report

1. To bring the Corporate Risk Register (CRR) to the attention of the Cabinet, in order to consider the strategic risks facing the Council.

Background

2. To support the arrangements for good corporate governance, it is necessary for the Council to have a clear statement of its overall position in relation to corporate risks which are reviewed on a regular basis.
3. The CRR should identify the main risks facing the Council so that elected Members and senior management can make informed decisions and prioritise actions, with these high level risks in mind. The process followed is to identify the risk and then to address it through the control measures and mitigations in place or planned within the Council. This exercise results in a residual risk score which should demonstrate the effectiveness of the controls in place to manage the risk.
4. From 2016/17, the responsibility for leading on risk management was assigned to the Information Governance and Risk Section. Work has commenced in order to build upon the risk management practices previously facilitated by the Internal Audit Section. The existing reporting processes and the well-established risk management infrastructure will continue.
5. The Cabinet last sighted the CRR on 10 December 2015 containing 24 risks, which reflected the mid-year position 2015/16. The register continues to be updated quarterly and presented to the Senior Management Team, to ensure their collective ownership and agreement of the strategic risks facing the Council. On this occasion the register has been updated to reflect the year end position 2015/16.

Issues

6. The CRR is currently made up of twenty four risks, all of which are assigned to members of the Senior Management Team to ensure the most senior level of ownership and accountability by officers.
7. Each risk has been reviewed and updated by the respective risk owner to reflect the year end position, and then the full register was shared with all Directors at the Senior Management Team meeting on 24 May 2016, to gain their collective agreement. It is felt that the updates have strengthened the mitigating actions against the risks currently identified.
8. At the meeting with Senior Management Team, the corporate risks register was discussed together with collated comments received from the Risk Champion Team. The consensus was that that two risks from the year-end position have been sufficiently addressed, which were:
 - Preparing a Local Development Plan that is considered 'sound' by the inspector, within the proposed timescale, and;
 - To ensure effective operation of the Council's Asset Management Board to achieve effective strategic oversight and savings.
9. For the year-end position risk descriptions, controls and risk ratings have been updated resulting from the management review. Some positive milestones have been achieved in relation to certain corporate risks which represent areas of good progress. However, in 2016/17 consideration will be given to whether achieving certain milestones will represent the closure of particular risks, or whether it is a case that new risks have now emerged which require management and monitoring at a corporate level. Decisions about any changes to the content and structure of the CRR will be made in the next Risk Management Steering Group meeting and prior to the mid-year review for 2016/17.
10. It is important to note that risks are liable to change as circumstances alter and the CRR presents the position at a point in time i.e. this report reflects the year end position. The register will continue to be refreshed quarterly and the identified risk owners have a responsibility to ensure the register remains focused and relevant.
11. It is appreciated that there is considerable detail in the complete register and, therefore, two appendices are attached; Appendix A details the complete register while Appendix B is a summarised version.

Reason for Recommendation

12. As part of the arrangements for good corporate governance, it is necessary for the Council to have a clear statement identifying what strategic risks the Authority faces. The CRR will update Members and enable them to make informed decisions. In addition, the Council will be able to demonstrate that there are effective and robust systems in place for managing risk.

Financial Implications

13. There are no direct financial implications arising from this report. The Corporate Risk register will be used to guide the Internal Audit Plan and the Council's resource planning processes and forms an important part of the governance arrangements for the Council.

Legal Implications

14. There are no direct legal implications arising from this report. However, one of the benefits of identifying risk is that mitigation measures may be taken, if appropriate, and consequently successful claims against the Council may be avoided altogether, or reduced.

RECOMMENDATION

The Cabinet is recommended to note the content of the Corporate Risk Register.

Christine Salter

Corporate Director Resources

21 July 2016

The following appendices are attached:

Appendix A – Corporate Risk Register (Detailed)

Appendix B – Corporate Risk Register (Summary)

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
EVENT DRIVEN RISKS										
<p>Social Services and Wellbeing (Wales) Act</p> <p>Failure to implement the Social Services & Wellbeing (Wales) Act 2014.</p>	<p>Reputational / Financial / Stakeholders / Service delivery / Legal / Partnership / Community</p> <ul style="list-style-type: none"> Legal challenge around interpretation of 'duties' under the 'wellbeing' concept. Increases in demand, or service offer, stimulated by new duties under the Act. Social care sector staff not sufficiently trained to implement Act from 6th April 2016. 	B	1	High Priority	<ul style="list-style-type: none"> Governance arrangements in place to ensure effective monitoring of progress across the region. Senior lead officers identified with responsibility for each work stream. Regional task and finish groups established for each work stream and action plans being delivered. Director leading workforce development planning for the region. Updated Social Care Development and Workforce Plan submitted to Welsh Government in September 2015. Successful partnership workshop held to ensure full engagement in process. Officers contributing to national work groups as required. Regular reports to Scrutiny Committee with references to Cabinet in place. National Learning & Development Plan being developed by Care Council for Wales to support implementation of the Act. Staff attending workforce development sessions on a prioritised basis 	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Joint approaches to developing opportunities across Cardiff, the Vale of Glamorgan and University Health Board (UHB) closely monitored through the regional Strategic Leadership Group. Establishment of the Regional Implementation Plan. Establishment of Regional Partnership Board as required by Part 9 of the Social Services & Wellbeing (Wales) act 2014. 	<p>Tony Young</p> <p>Councillor Sue Lent, Deputy Leader - Early Years, Children & Families</p> <p>Councillor Susan Elsmore - Health, Housing & Wellbeing</p> <p>Updated Current Controls and Proposed Improvement Actions</p>
<p>Hostile Vehicle Mitigation in Cardiff</p> <p>Vehicle Borne Improvised Explosive Device (VBIED) detonating in an area identified as a high risk crowded place, as a result of the inappropriate boundary treatments and access control processes protecting and managing it.</p>	<p>Service Delivery / Reputation / Legal / Financial / Health & Safety / Financial / Partnership / Community & Environment / Stakeholders</p> <p>Potential for:-</p> <ul style="list-style-type: none"> Large no's of fatalities, injuries to public in crowded place. Extensive structural damage and/or collapse of surrounding buildings. Major fire. Damage/disruption to utilities (gas, electricity, water etc.) Immediate impact to businesses in the Cardiff area. Media coverage affecting public perception, leading to a loss of public confidence directly resulting in reduced business, retail and tourism revenues generated in the city. Area to be viewed as a risk for potential future business investment. Inability to attract major future national and international events (political, sporting etc.) Increase in demand for council services/support for all affected. Current economic climate to reduce the effectiveness of any recovery/regeneration of the area 	B	1	High Priority	<ul style="list-style-type: none"> All existing identified high risk; crowded places have been formally assessed. Most crowded places have an extremely limited and in some cases 'third party managed' access control process to operate them; providing little/no challenge. Most crowded places have varying standards of boundary treatments protecting them; providing a limited/cursory visual deterrent but little/no protection from a hostile vehicle. CONTEST Protect/Prepare Task & Finish Group has developed a City Gateways Public Realm Enhancement Scheme, with agreed options for suitable PAS 68/69 mitigation for appropriate boundary locations; referred to as 'gateways'. 20 (40%) of the identified 'gateways' into the crowded places already benefit from PAS 68/69 mitigation in place, implemented as a direct result of Home Office (Crowded Places) and Olympic Legacy funding. Wales Extremism and Counter Terrorism Unit (WECTU) Counter Terrorist Security Advisor's (CTSA's), the Emergency Services & Cardiff Council provide Project Argus and EVAC/Griffin training across the city to raise awareness for likely impacts associated with major incidents and in particular, terrorist attacks. The sessions also cover the support likely to be immediately available from the emergency services and Cardiff Council, the practical and simple preparations people/organisations can make prior to incident occurring to help themselves manage and recover from its impacts. 	B	1	High Priority	<ul style="list-style-type: none"> WECTU CTASAs, the Emergency Services & Cardiff Council continue to promote and provide Project Argus and EVAC/Griffin training across the city. The revised products were launched nationally in November 2014 and are now being rolled out in South Wales. The CONTEST Protect/Prepare Group will continue to maintain the City Gateways Public Realm Enhancement Scheme to ensure that the proposed PAS 68/69 mitigation for the remaining gateways remains appropriate. This work also includes the estimated costs for the procurement and installation of the PAS 68/69 mitigation and ancillary services. Work is ongoing with City Operations to advise developers across the city in relation to appropriate mitigation required. The CONTEST Protect/Prepare Group will continue to monitor and review the scheme to ensure it is fit for purpose until it is fully installed. Additional funding must be secured to procure and install the PAS 68/69 mitigation at the remaining 30 gateways (currently). The Cardiff City Centre Access Control Protocol is currently operating at the heightened response level, reflecting the UK National Threat Level; permitting vehicles onto the pedestrianised areas within Cardiff City Centre using strict parameters. The Tabernacle Access Control Document is now fully operational and sits and as an annex document to the main City Centre Access Control Protocol. It enables the Urban Traffic Control Officers to better manage Tabernacle 'users', covering their requirements whilst adhering to the existing Traffic Regulation Order. The CONTEST Protect/Prepare Group will continue to support City Operations in the delivery of all outstanding and future works associated with this risk. 	<p>Andrew Gregory</p> <p>Councillor Ramesh Patel – Transport, Planning & Sustainability</p> <p>Updated Proposed Improvement Actions</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
<p>Welfare Reform</p> <p>That the Council cannot meet its statutory obligations with the increased demands and reduced budgets placed upon it by the Welfare Reform including: Universal Credit, further reduction in Benefit Cap, size restrictions for social tenants and restriction of social housing rents to LHA levels. Lack of information, short timescales for implementation and the large number of citizens affected makes these changes a significant risk.</p>	<ul style="list-style-type: none"> Private landlords stop renting to benefit claimants Social housing rents become unaffordable to some claimants, in particular those under 35 and with large families. Increased homelessness and demand for temporary accommodation Increased rent arrears, increased evictions Redeployment / Severance for 140 staff Changing demands on Council stock resulting in increased voids and/or undersupply of smaller properties. Barriers to building additional affordable housing Supported accommodation becomes unaffordable impacting on social services and vulnerable homeless clients. 	A	2	High Priority	<ul style="list-style-type: none"> Communities staff continue to work closely with private landlords and advice agencies to mitigate wherever possible the reduction in benefit. To date private landlords have not withdrawn from the benefits market in large numbers but changes in the economy could influence this in the future so this will continue to be monitored closely. Discretionary Housing payments are being used to top up the benefit claims of those most affected by the changes and to pay rent in advance and bonds to help tenants to move accommodation where necessary. Timely information is being given to claimants to help them respond to the changes. A streamlined process is in place for re-housing tenants who need to downsize as a result of the social housing size restrictions. DHP is being used to pay removal costs and to cover shortfall while tenants are waiting to move. A new Welfare Liaison team has been created within the housing service to assist tenants affected by the changes. Work is underway to identify those affected by the reduced Benefit Cap and to advise them accordingly. The number of properties becoming vacant has increased as a result of Welfare reform and this combined with other issues has resulted in a significant increase in void rent loss. Work is being done to encourage exchanges rather than transfers. Universal Credit has commenced in Cardiff, very small numbers affected. The scheme has been changed to include more information sharing for landlords and this should offset some of the risk. The council is providing face to face services on behalf of the DWP including digital inclusion and budgeting advice. The implications of the restriction of social housing rents to LHA rate are being considered in partnership with RSLs and options for providing shared / low cost housing are being considered. Work is ongoing to review supported housing schemes and prioritise this ahead of the changes. The Advice Hub in Central Library is providing comprehensive advice services for those affected by Welfare Reform. The Welfare Reform Task Group is working well in coordinating multi-agency activity and developing appropriate interventions during a difficult transition period for many people affected. Briefings continue to be provided to Members on Welfare Reform and further information is sent as appropriate. 	B	2	High Priority	<ul style="list-style-type: none"> Universal Credit was introduced from 30/11/15 but only for a small number of claimants. A review of workforce is currently underway using approximate roll out timetable. Agreement has been reached with DWP to provide face to face services for UC claimants and funding will be provided for this in the current year. Services and appropriate publicity are being developed. Digital inclusion training and banking support has been successfully implemented and will continue to be monitored. Additional resource has been agreed for supporting council tenants with the Universal Credit changes, staff have been recruited to assist with this and procedures are being developed. Work has been undertaken to cost the potential risks of Universal Credit and this will continue to be updated as the more information is known. Size restriction for social tenants and the Benefit Cap remains a significant risk with potential increased arrears and homelessness; procedures are being kept under review to identify any further action that can be taken, including more support for those wishing to exchange. Regular meetings are held with social housing providers to monitor and improve processes. DHP spend is being monitored carefully following the reduction in budget for 2015/16, to date spend is within budget. Work has been carried out on the impact of possible council rent decreases on the HRA business plan and discussion is ongoing with social landlords about the impact of possible rent decreases on future housing development. Further work will be undertaken when more information becomes available. Impacts of the Budget announcements such as the restrictions on benefit for younger people and reduction in benefit cap to £20k will be reviewed as more information becomes available. 	<p>Sarah McGill (Jane Thomas)</p> <p>Councillor Susan Elsmore – Health, Housing & Wellbeing</p> <p>Updated Current Controls and Proposed Improvement Actions</p>
<p>Waste Management</p> <p>Failure to achieve targets for Landfill allowance, specifically for Biodegradable Municipal Waste and WG statutory Recycling Targets. Ineffective delivery of recycling targets and residual waste treatment.</p>	<p>Reputational / Financial / Stakeholder / Service delivery / Legal / Environmental / Community</p> <ul style="list-style-type: none"> Significant financial penalties for failure at up to £200/tonne or incorrectly capture tonnage data Procure landfill elsewhere with additional costs. Reputation damage Increased costs of landfill and alternative treatment markets Risk to grant funding (currently £6.9m 2016/17), potential in year cuts, future year grant reductions and changing terms and conditions No MTFP for future grant funds or capital confirmed by WG Reducing Grants; reducing market values for recyclates 	B	1	High Priority	<p>Policies / Strategy</p> <ul style="list-style-type: none"> Previous updates contain the policy position improvements between 2008-2015. Waste Management Strategy 2011-2016 was approved on 13th Jan 2011 and was revised and approved in April 2015. Several progress reports have been made to Cabinet and Environmental Scrutiny in that period. Monthly performance tracking of recycling has been established to help predict the end of year position. Steps taken to improve MRF processing rates means less waste to treatment. Commercial recycling centre opened March 2014, its performance is increasing with more commercial HWRC being identified. Focus on pre-sort on the HWRCs is showing improvements in site recycling. Restrictions to Cardiff domestic householders have reduced tonnage profiles in qu4 of 2015/16. <p>Contracts / Projects</p> <ul style="list-style-type: none"> Several Contracts have been put in place for additional materials to be recycled from the HWRC's. Interim contract in place for disposal of biodegradable green/food waste A flexible Interim Disposal Contract in place with Biffa for 2-10 years; commenced April 2009. Aggregate recycling is now in place. Recycling litter bins are in place in the city centre. New initiatives such a charging for bulky waste, commercial recycling centre, sweepings, mattress and carpet recycling schemes are all underway. New HWRC delivery model is under review. <p>This year, placing the focus on pre-sort high quality recycling and removing the reliance on post sorting of waste.</p> <p>Project Gwyrdd</p> <p>Financial Close occurred December 2013 Viridor are the appointed contractor which commenced Sept 2015.</p>	B	2	High Priority	<p>Risk of Fines</p> <p>The minister still has wavered fines for the 13/14 failings. However, the targets increase from 52% to 58% in 15/16, 64% to be achieved by 2019/20, therefore, the risk rating remains high.</p> <p>Policy / Strategy</p> <ul style="list-style-type: none"> The outline waste strategy has been approved by Cabinet April 2015. The first phase of reducing residual waste capacity to force higher dry recycling and food and green waste recycling began in Qtr. 2 and the city wide changes were completed by the end of Qtr. 3. Flats Strategy to improve waste and recycling collections from flats is designed to enable greater recycling and food waste from hard to capture areas, to be implemented in 2016/17. The sweepings contract is secured and operating Exploring reuse partners, Market test and commencement to take place by Qu3 2016/17. Working with other Local Authorities to explore TEEP business cases and/or exploring joint working options Delays have been experienced in the HWRCs changes, which will reduce the recycling potential and waste minimisation activities that were planned for 2015/16 onwards. Revised streamlining of sites to fully commence in qu3 2016/17. <p>Contracts / Projects</p> <ul style="list-style-type: none"> Progress the Organic procurement is to timescale to SCD of 01/04/17. Interim contracts remain in place. An interim Contract for residual treatment is in place for when the landfill closes and to ensure LAS targets are met and tax avoided wherever possible. New markets for carpets and mattresses are being explored <p>Project Gwyrdd</p> <ul style="list-style-type: none"> Financial Close occurred December 2013, service commencement started 01 April 2016, all risks regarding 	<p>Andrew Gregory</p> <p>Councillor Bob Derbyshire - Environment</p> <p>Updated Potential Consequences, Current Controls & Proposed Improvement Actions</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
					<p>Organic procurement The procurement of a processing facility for food and green waste was completed for both Cardiff and the Vale of Glamorgan. The new facility will be operational in 2016, whilst the interim arrangements remain in place.</p> <p>Household & Commercial Waste Collections Household Waste collections were changed further towards the WG recycling blueprint is now underway by changing to: smaller fortnightly black (with accompanying hygiene services and weekly food and dry recycling and fortnightly green. National government discussions on comingled recycling remain an issue and further modelling on the best option for Cardiff will be completed in 2016.</p> <p>Collaboration work Working and engaging with Welsh Government on legal and policy changes.</p>				<p>treatment and recycling of the ash (IBA) derived from residual now lie fully with the contractor.</p> <ul style="list-style-type: none"> To help secure 2015/16 IBA, recycling began in Qtr. 2 to secure additional recycling tonnages. Furthermore, for 2016/17, the contractor has secured recycling for flue gas residues which will offer a further 1%. <p>Collections</p> <ul style="list-style-type: none"> Commercial waste operations have refined the marketing package for recycling in the commercial sector to increase recycling from commercial waste collected by the Waste Collection Authority that is included in the total MSW (and therefore relevant to statutory targets). Set and achieve new commercial recycling opportunities for new materials and new income opportunities – targeting commercial food collections and schools. Risk remains high that recycling performance and weather impacts on green waste could lead to a status quo in recycling performance or at worse a drop in performance <p>MRF</p> <ul style="list-style-type: none"> A high risk remains in the materials market fluctuations influenced by world-wide pricing affecting the volume of material recycled. In qu 4 Glass market impacts severely risked several 1000's tonnes of glass, this situation was recovered but highlights the ongoing volatility and risk to meeting statutory targets 	
<p>Preparation of Local Development Plan</p> <p>Preparing a plan that is considered 'sound' by the Inspector, within the proposed timetable.</p>	Service delivery / Reputation / Legal / Financial / Partnership / Community & Environment & Stakeholder	B	1	High Priority	<ul style="list-style-type: none"> Use of project management techniques to effectively manage process and regular update meetings between Senior Officers and Members. Monitor emerging legislation/guidance/evidence and respond early to changes. Monitor budget spend and consider additional resources when required. A medium term financial bid has been agreed for 2013/14. Undertake Scrutiny process together with wider Member Briefing to raise awareness. Build in effective consultation and engagement into process to ensure stakeholders are informed at all stages. Close liaison with the Welsh Government Planning Division and Planning Inspectorate to: Ensure early warning of any problems (e.g. Consultation on LDP) Ensure LDP is sound, founded on a robust evidence base with sustainability appraisal and well audited community and stakeholder engagement. Undertake tests of soundness 'self assessment' at all stages of LDP preparation as recommended in national guidance Ensure procedures, Act, Regulations etc, are complied with and no undue risks taken LDP Corporate Officers Working Group A revised timetable for preparation of the LDP has been agreed by Executive and Council in November 2011. The revised timetable for the Delivery Agreement was agreed by WG in December 2011 Initiated schedule of meetings with Authorities within South East Wales and other stakeholders to discuss cross border and consistency issues to meet the tests of soundness Meetings held with Authorities within South East Wales and other stakeholders to discuss cross border and consistency issues to meet the tests of soundness. Report of Findings agreed and forms a background paper to the Preferred Strategy. A Flood Study Report to investigate fluvial food risk from reens in the Wentloog Levels has been completed and evidence presented in the report has informed the assessed candidate sites and inclusion of an additional strategic site. The LDP Preferred Strategy was approved by Cabinet on 18th October 2012 and Council on 25th October 2012. A consultation on the Preferred Strategy was completed on 14th December and over 1000 responses have been received. Final report has been completed on population and household projections as part of the evidence base to support the Deposit Plan. Report recommends reducing the overall level of housing growth in the Plan by approximately 4,000 dwellings. Final draft Gypsy and Traveller study investigating potential new sites has been completed and circulated for Member agreement. Report on Masterplanning general principles was approved by Cabinet on 16th May. These principles inform the preparation of the schematic Masterplans. Workshops held with officers to help inform the development of the strategic sites specific frameworks. A Masterplanning Framework Document has been prepared as a background paper to the Deposit Plan. 	D	4	Low Priority (Green)	<ul style="list-style-type: none"> Local Development Plan adopted by Council on 28th January 2016 within timescales agreed with Welsh Government and within budget. No Legal challenge received within the required timescales (6 weeks of adoption). 	<p>Andrew Gregory</p> <p>Councillor Ramesh Patel - Transport, Planning & Sustainability</p> <p>Updated Current Controls, Proposed Improvement Actions and Residual Risk.</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
					<ul style="list-style-type: none"> The Deposit Plan was approved by Cabinet on 12th September 2013 and Council on 26th September 2013 for consultation purposes. Consultation on the Deposit Plan was completed on 26th November 2013 and over 400 responses have been received. Consultation on the Alternative Sites was undertaken between 11th February and 4th April 2014. Following approval by Council on 26th June, 2014 the Deposit Plan and supporting information was submitted to the Welsh Government and Planning Inspectorate for examination on 14th August 2014. Following commencement of the examination, the Council submitted Statements relating to the "Matters and Issues" raised by the Inspectors and the LDP Examination Hearing Sessions were held in January and February 2015. These Statements included Statements of Common Ground agreed with key stakeholders. Following the request by the Inspectors the Council responded to the 187 Action Points within the agreed timescales to support the LDP at examination. These responses were prepared in partnership with relevant service areas and consultation on the First Matters Arising Changes Schedule took place in June 2015. Further Hearing Sessions took place in September 2016 and consultation on the second Matters Arising Schedule took place in October 2015. The Inspectors Report was published in January 2016 and the Plan was adopted by Council on 28th January 2016. 					
Education – Schools - SOP Large scale programme with tight timescales for delivery, in context of very rapidly growing primary age school population.	Reputational / Legal / Financial / Social / Stakeholder / Health & safety. <ul style="list-style-type: none"> Insufficient primary places in some areas of the City. Further degeneration of school buildings Reducing educational standards. Project cost and time overruns Risk that Welsh Government do not support the revised strategy and associated capital bid including agreement to the additional funds requested and/or withhold individual project funding if not satisfied with Business Cases. Difficulties associated with data source and production could undermine proposals and stakeholder trust in the SOP change process 	B	1	High Priority	Proposals to balance supply and demand at primary level to reduce risk of insufficiency including: <ul style="list-style-type: none"> At its meeting on 10 March the Cabinet approved proposals to expand Ninian Park Primary from 2FE to 3FE and to establish a new 2FE Welsh-medium school on site adjacent to Hamadryad Park (the new school is to open in September 2016 in the vacated Ysgol Tan yr Eos accommodation). The St Mary the Virgin CW Primary School Governing Body have also approved proposals to expand the school from 1FE to 2FE. At its meeting on 10 March the Cabinet approved the proposal to close Glyn Derw High School and Michaelston Community College from September 2017 and to transfer the new replacement school to the new build accommodation on the Glyn Derw site from September 2018. At its meeting on 10 March the Cabinet approved proposals to consolidate Gabalfa Primary School at 1FE and to permanently establish Ysgol Glan Ceubal at 1FE and to establish a nursery at the school. At its meeting on 21 March the Cabinet approved the proposal to expand Ysgol Glan Morfa from 1FE to 2FE, the transfer the newly expanded school to a new build school at the Maltings and the expansion of Moorland Primary School from 2FE to 3FE (a verbal update will be provided at the meeting). At its meeting on 21 March the Cabinet approved recommendations on proposed changes to English-medium and Welsh-medium catchment area changes. This was to leave English catchments unchanged for now and consider further, but to implement changes to Welsh medium catchments. The latter decision has now been called in and will be heard on 17th May. Consultation on the proposal to close Meadowbank Special School was extended to 06 April, and proposed outcome will be discussed shortly. Capital funding for suitability and sufficiency issues is £1m for 2016/17 to compliment Asset budget and deal with buildings issues not covered by either Asset or 21st century funding. Assets being considered corporately to maximise the opportunity to focus funds realised within the Council and through other sources on fewer high quality buildings. Alternative models of design, procurement and construction in the initial stages of implementation with a view to reducing likelihood of cost overruns and reduce time required to complete the whole process. For example the Eastern High two stage tender process and incorporation of standardised design approaches. This approach has been adopted on subsequent procurement of three new primary schools. Extensive work on the 21st Century Schools Band B funding now to take place during 2016 to submit progress to WG in early 2017. Consultation on restructure of team completed and recruitment to be completed by end May 2016 	C	1	Medium Priority (Red/ Amber)	All risks being monitored and reported to Schools Programme Board. <ul style="list-style-type: none"> Pursue 'Turn Key solution' i.e. one contract, single point of management and responsibility Two step procurement methods being undertaken on all procurements Standardised design methods being used where possible Continued active dialogue with Welsh Government and other professional parties to support progress and development Prioritise population data development to support accurate projections and forecasts for existing resident populations and to support effective s106 negotiations going forward Ensure consistent monitoring and reporting of all risks to Schools Programme Board. Strengthen capacity in SOP Team. 	Nick Batchelar (Janine Nightingale) Councillor Sarah Merry - Education Updated, Current Controls and Proposed Improvement Actions Residual Risk reduced from B2
Education Consortium & Attainment	Reputational / Legal / Financial. • Budget implications.	B	1	High Priority	The authority has made satisfactory progress against the Estyn recommendation that relates to the Central South Consortium.	C	2	Medium Priority	<ul style="list-style-type: none"> Officers will continue to ensure the agreed commissioning arrangements are refreshed and delivered and impact positively on the performance of schools. 	Nick Batchelar

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
The Central South Consortium does not deliver effective services that challenge and support Cardiff schools to improve and Educational Attainment does not improve at the required rate.	<ul style="list-style-type: none"> Educational standards falling behind other LA's. Potential impact on Estyn judgement for LA. Intervention from WG 			High	<p>Estyn reported in March 2016 that Overall, Cardiff schools are being challenged more rigorously and supported more effectively to improve. There have been improvements in most of the outcome indicators at all key stages, although the performance of a few of Cardiff secondary schools is still a significant concern. The work of the school improvement service commissioned from the regional consortium is based on clear priorities and a good understanding of Cardiff schools. Since the monitoring visit in 2014, the local authority has worked well with its schools to engage school leaders and to develop a change in culture in which schools are more aware of their responsibility for their own improvement.</p> <p>There is a strong working relationship between the local authority and the regional consortium. The local authority has moderated the outcomes of categorisation in partnership with the regional consortium, and this has led to a more accurate view of school performance, an improved model of differentiated support and challenge, and earlier intervention in schools causing concern.</p> <p>The performance management and quality assurance of the work of challenge advisers is now more systematic, and the authority has taken robust steps to improve practice where underperformance is identified. There are robust processes to quality assure the reports of challenge advisers, and this has led to an improvement in the consistency and precision of their reports. Processes to validate judgements through the collection of first-hand evidence are improving, and this is beginning to provide the authority with a more accurate evaluation of their schools. Through school improvement meetings, challenge advisers are developing a better understanding of the role that wider services in the local authority play in improving schools.</p> <p>The local authority works productively with its regional consortium to address the specific needs of Cardiff schools, and to promote school-to-school working. A few Cardiff schools are acting as hubs to disseminate good practice and to provide training and networking opportunities across the consortium. School improvement groups (SIGs) of teachers and leaders across the region are working on key improvement issues, and these groups focus well on evaluating their work in terms of outcomes for pupils. The local authority has commissioned the regional consortium to deliver a comprehensive range of leadership development programmes specifically to address leadership issues across its schools. These include training for aspiring leaders, middle leaders, headteachers at various stages of their careers, and development for those leaders who are capable of supporting other headteachers, or leading more than one school.</p>			(Red/Amber)	<ul style="list-style-type: none"> Directorate delivery plan now refreshed with clear accountabilities and performance measures. These will be shared with the consortium and associated roles, responsibilities and accountabilities agreed. Recruit a Secondary senior challenge adviser with well-developed knowledge and skills to build on the progress made to date. 	<p>(Angela Kent)</p> <p>Councillor Sarah Merry - Education</p> <p>Updated current Controls and Proposed Improvement Actions</p> <p>Residual Risk Reduced from B2</p>
<p>ICT Platforms Unsuitable/Outdated</p> <p>The ICT platforms (desktop, software, network, servers, and telephones) will not be able to support the technologies required by the corporate change programme and deliver effective service to the council, or will not provide a reliable service due to age and condition of equipment and systems.</p>	<ul style="list-style-type: none"> Reputational / Financial / Stakeholder / Service delivery. Loss of PSN services. Service delivery impacts from unreliable/unavailable ICT systems. Cardiff seen as unable to deliver on aspirations. Poor morale from frustrations with inability to deliver services. Potential for income losses from revenue collection impacts. Unable to meet delivery deadlines on both business as usual and transformation projects. 	A	2	High Priority	<ul style="list-style-type: none"> Measurements put in place to track impact. Existing ICT budget spend focused on dealing with critical issues, capital and revenue budget resource provided to address major issues, medium term financial plan investment programme in place for subsequent years. Spending complete for renewal/upgrade of highest risk items, in particular firewalls, core servers/switches and external bandwidth. New system down analysis process in place to ensure that key pressure points are rapidly identified and fixed at minimum cost until full programme can be initiated. Recent issues with telephony have resulted in retargeting of some resources to focus on weak points now identified. New deliveries are all being designed for a 99.99% minimum uptime, with critical systems targeted at 99.999% (equating to less than 6 minutes per year). Due to mitigation actions so far to reduce the risk, the risk of critical service downtime has been reduced to medium. Additional load balancers to be purchased for application resilience in key systems. All SAP hardware has been replaced and software versions brought to latest levels Continued replacement of unsupported window servers. Publication of system and application support lifecycles. Thin client server farms fully refreshed with new hardware and software versions upgraded 	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Continued assessment of priorities for replacement – removal of systems out of supplier support is the main priority. System owners are being tasked to identify action plan for replacing systems out of supported levels Firmer engagement with business on decommissioning or replacing unsupported platforms and applications. Supplement existing file store solution – current solution is struggling for throughput so extra capacity required urgently Replace aged contact centre telephony 	<p>Christine Salter</p> <p>(Phil Bear)</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated current Controls and Proposed Improvement Actions</p>
ONGOING RISKS										

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
<p>Budget prioritisation</p> <p>Delivery of the statutory obligation to set a balanced annual budget and to set a Medium Term Financial Plan which takes into account statutory budget planning obligations (compounded by the risk of late settlement figures from the Welsh Government).</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> Risk of failing to meet statutory budget setting deadlines Risk that service delivery impacted due to decreasing resources or failure to effectively prioritise spend inline with Corporate Plan Objectives Risk that settlement figures will not be as anticipated giving an element of uncertainty to any proposals from Cabinet during public consultation and beyond. Risk that savings identified as part of business as usual and efficiencies are not achieved as planned Risk that financial constraints lead to increased instances of non compliance and financial impropriety Risk that annual budget settlement frustrates medium / longer-term planning and that the cycle does not integrate with other business cycles and vice versa Risk of unbalanced budget as savings required over the medium term become harder to achieve and their impact on service delivery more difficult to manage. Failure of financial organisations with whom the Council has invested money. Risk that organisational development does not align to the financial strategy in relation to budget reduction requirements. Additional obligations such as Wellbeing of Future Generations Act leading to Council failing in statutory duty. 	A	1	High Priority	<p>2015/16 Budget Setting</p> <ul style="list-style-type: none"> The 2015/16 Budget Report was set in February 2015 and included savings of £32.476M and savings from a capitalisation direction of £3.487M. Progress towards savings has been monitored throughout the year and 2015/16 savings totalling £1.969m that are no longer considered technically achievable, were written out as part of the 2016/17 Budget process in order to improve resilience moving forward. The capital receipts necessary to support the capitalisation direction have been received. Capitalisation of eligible revenue spend is under review as part of outturn. <p>2016/17 and Medium Term</p> <ul style="list-style-type: none"> The Provisional Settlement was not received until December 2015. At -0.1%, the funding decrease was better than the -3% anticipated. This position was confirmed by final settlement with a very minimal change (<£20k.) The better than anticipated settlement was used to reduce risk and improve resilience through addressing the pace and scale of the most challenging saving proposals, reviewing planning assumptions and introducing a new financial resilience mechanism. The latter is intended to reduce future risk whilst allowing for one-off investment and development in the meantime. The final 2016/17 Budget is underpinned by Directorate Savings of £20.344m, Council Wide Savings of £2.895m and Addressable Spend Savings of £5.596m; a total of £28.835m Savings proposals were underpinned by the Reshaping the Base exercise undertaken in conjunction with SMT and Informal Cabinet as part of 2016/17 Budget Strategy Development Focus will now need to shift immediately to achieving these savings. The Feb 16 Budget Report updates and rolls forward by one year, the MTFP set out in the July Budget Strategy Report. The estimated Budget Reduction Requirement for the medium term (2017/18-2019/20) is £73m. The Budget Report included a response to the medium term budget gap through a combination of budget planning assumptions and savings 	B	2	High Priority	<p>2016/17</p> <ul style="list-style-type: none"> Work has already commenced on monitoring the achievability of these savings moving forward and directorates have been asked to provide updates on achievability risks and key milestones. This information will be shared with SMT during April. Consideration was given to the Wellbeing of Future Generations Act during the 2016/17 budget process and this will be built upon as part of 2017/18 Budget Strategy. <p>Medium Term</p> <ul style="list-style-type: none"> The Budget Report included a response to the medium term budget gap through a combination of a) planning assumptions and b) savings based on the 2016/17 Reshaping the Base exercise. The existence of a set of savings proposals for 2017/18 has shifted the first Budget Strategy focus from a target setting exercise to more detailed development of savings and this is already underway. Earlier focus on the development of savings should allow further time for due diligence, challenge of proposals and development of detailed plans. 	Christine Salter (Ian Allwood) Councillor Graham Hinchey - Corporate Services & Performance Updated Risk Description, Current Controls and Proposed Improvement Actions Residual Risk Reduced from A1
<p>Financial Resilience</p> <p>Financial resilience of the Council over the medium term, given the scale of the financial challenge ahead.</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> Risk that the financial position of the Council is not understood by key stakeholders Risk that relevant, timely action commensurate with the Council's financial challenges are not taken Risk that this leads to intervention and increasing issues in respect of financial resilience 	A	1	High Priority	<ul style="list-style-type: none"> The Council regularly reports in relation to its financial performance and monitoring. The Council used the better than anticipated provisional settlement for 2016/17 to improve financial resilience as previously outlined. This included the establishment of a £4m financial resilience mechanism to protect the Council from the uncertainties associated with the absence of multi-year settlement information whilst allowing for one-off investment in the mean-time. The Wales Audit Office's Report into financial resilience scored the Council as low risk in terms of financial planning and control and medium risk in terms of financial planning. Improvement actions associated with the medium risk for financial planning related to 1) the improvement of savings plans and 2) the improvement of links between the MTFP and Organisational Development Programme, Service Plans and Improvement Plans. 	B	2	High Priority	<ul style="list-style-type: none"> A financial snapshot has been developed in respect of the financial resilience of the Council and is reviewed 3 times a year and report at Budget Report (Feb), Budget Strategy (Jul) and to Audit Committee. Key stakeholders are briefed on this position and financial triggers against this snapshot continue to be developed and reviewed. A response to the Wales Audit Office's Financial Resilience recommendations has been developed and included as part of the Statement of Action re: the Corporate Assessment Follow on Report. It is anticipated that the level of General Reserves will increase as the result of the expected positive Council outturn position. Work in respect of improving savings plans has already commenced through the much earlier focus on development of detailed proposals for the forthcoming financial year which should allow further time for due diligence, challenge and development of detailed plans. Savings documentation has also been reviewed and developed with the aim of ensuring consideration and capture of key factors relating to savings proposals. Links between the MTFP, OD Programme, Service Plans and Improvement Plans will be enhanced and made more explicit as part of 2017/18 Budget Strategy Work. 	Christine Salter (Ian Allwood) Councillor Graham Hinchey - Corporate Services & Performance Updated Risk Description, Current Controls and Proposed Improvement Actions Residual Risk Reduced from A1
<p>Budget Monitoring</p> <p>Failure to achieve the budget set, inclusive of budgeted spend and savings across Directorates, with increased use of emergency finance measures and the drawdown of reserves.</p>	<ul style="list-style-type: none"> Inability to balance spend, against budget, for the financial year. Requirement to implement emergency measures to reduce spending during the financial year. Requirement to drawdown from General Reserves at the year end. Impact on the 2016/17 Budget where issues remain with achieving 2015/16 budget savings and any unachieved savings brought forward from 2014/15. 	A	1	High Priority	<ul style="list-style-type: none"> Clear financial procedure rules setting out roles and responsibilities for budget management are in place. In recognition of the quantum of savings and the risks posed a £4 million General Contingency was allocated in the Budget. Full financial monitoring processes are in place for month 3 to 11 of the financial year including achievement of budget savings. Monthly meetings are held between service accountants, directors and Cabinet Members. An initial review of the budget savings took place in month 2 with full directorate / portfolio monitoring meetings having taken place for Months 3 to 11. Work is currently being undertaken to finalise the outturn position. Availability of General Reserve should this be required. The full Council monitoring report for Month 9 was presented to Cabinet on 18 February 2016. The overall monitoring position showed a potential surplus of £988,000. However this included a projected overspend of £5.6m in relation to directorate budgets with projected shortfalls of £6.075m against 2015/16 savings targets and £2.594m against shortfalls 	B	2	High Priority	<ul style="list-style-type: none"> The monitoring and challenge processes undertaken during the year have enabled offsetting savings to be identified which offset the shortfall against savings targets and this is reflected in the position set out in the Month 9 Monitoring Report. The outturn position is currently being finalised and will be reported to Cabinet in June. Significant work has been undertaken to track progress against savings targets and to try to reduce the amount of unachieved saving and this has been reported to Directorates, Cabinet Members and Cabinet throughout the year. In setting the 2016/17 Budget, the due diligence process considered the on-going achievability of the budget savings shortfalls identified in respect of 2015/16 and carried forward from 2014/15. As a result £3.029m was reinstated into the 2016/17 budget thereby reducing the on-going risk in 	Christine Salter (Allan Evans) Councillor Graham Hinchey - Corporate Services & Performance Updated Risk Description, Potential Consequence,

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
					<p>carried forward from 2014/15. Whilst the overall position is positive the shortfall against savings targets remains a significant area of concern.</p> <ul style="list-style-type: none"> The final outturn position will be presented to Cabinet in June 2016. The Corporate Director of Resources, Chief Executive and Cabinet Members have held challenge meetings throughout the year particularly in those areas where significant overspends are reported. 				<p>respect of these savings targets.</p> <ul style="list-style-type: none"> The balance of any 2015/16 or 2014/15 savings targets still to be achieved will carry forward into 2016/17 and will need to be monitored in conjunction with the £28.835m of savings targets set as part of the 2016/17 Budget. 	<p>Current Controls and Proposed Improvement Actions</p> <p>Residual Risk Reduced from B1</p>
<p>Health and Safety</p> <p>Ineffective compliance of health and safety through poor application and embedding of the 'Framework for Managing Health and Safety in Cardiff Council.</p>	<p>Reputational / Legal / Financial / Service delivery</p> <ul style="list-style-type: none"> Fatalities Serious injuries Prosecution – fines for body corporate and/ or fines/imprisonment for individual Claims 	A	1	High Priority	<ul style="list-style-type: none"> Dedicated team of competent Health and Safety Advisers providing specialist advice and guidance. Implementation of the 'Framework for Managing Health and Safety' based on the HSE model for successful health and safety management as detailed in the Council's Health and Safety Policy (revised 2014). The five key elements of the management system model for occupational health and safety are:- Policy 2. Organising - Control, Co-operation, Communication, Competence 3. Planning 4. Measuring Performance and 5. Audit and Review. (These elements encompass a wide range of actions including development and implementation of relevant policies and procedures, risk assessing, Annual Directorate Health and Safety Action Plans, corporate health and safety objectives, Directorate and Council Annual Health and Safety Reports, monitoring by Directorates, training, consultation with trade unions through corporate and Directorate meetings, accident reporting and investigation and auditing). Directorates carry out suitable and sufficient risk assessments as appropriate and ensure any necessary control measures are implemented and monitored. Health and Safety Advisers carry out a programme of health and safety audits, focussing on high risk activities, and undertake other inspections / investigations as necessary. Annual Business Objectives for Health and Safety Advisers. Code of Guidance on Leading Health and Safety for Senior Managers and Headteachers included on CIS. 	B	1	High Priority	<ul style="list-style-type: none"> Service Level Agreement for Caerphilly to provide management of H&S function has commenced. Review of current processes is underway. 	<p>Christine Salter</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated Current Controls</p>
<p>Climate Change & Energy Security</p> <p>Un-preparedness to the effects of climate change due to lack of future proofing for key (social and civil) infrastructure and business development, and inability to secure consistent energy supply due to rising energy costs and insecurity of energy supply.</p>	<p>Reputational / Financial / Stakeholder / Service delivery / Legal / Partnership / Community / Health & Safety</p> <p>Flooding & increased frequency and severity of storm events:</p> <ul style="list-style-type: none"> Loss of life and personal injury Direct damage to property, infrastructure and utilities Contamination and disease from flood and sewer water and flood on contaminated land Increased costs of insurance Break up of community and social cohesion Blight of land and development <p>Increased summer temperatures:</p> <ul style="list-style-type: none"> An increase in heat related discomfort, illness and death, increasing pressure on health and emergency services An increase in demand for limited water supplies Damage to temperature sensitive infrastructure (transport systems, electrical systems). Migration of biodiversity. <p>Inconsistent energy supply and cost:</p> <ul style="list-style-type: none"> Inability to deliver public services Decrease in economic output Disruption to the supply of utilities Increased transport costs Increased costs for heating / providing services to buildings Increased fuel poverty 	B	1	High Priority	<p>Emergency Management Unit</p> <ul style="list-style-type: none"> Cardiff Council Emergency Management Unit is working through the Local Resilience Forum (LRF) with Utilities (including Dwr Cymru) and Telecom companies to ensure planning is carried out with consideration of flood risk. Cardiff Area Community Risk Register is developed and reviewed on a regular basis by the Cardiff Area Risk Group. It takes into account changes in the national risk register and how those changes affect Cardiff. Cardiff Area flood group exists to exchange information, this group consists of NRW, Met Office, Emergency Services and Council Departments with a response to flooding. We also link into other responding agencies and voluntary organisations through the LRF via the Severe Weather Group, the Warning and Informing group and the Humanitarian Assistance and Community Resilience Group to promote preparedness through exchange of knowledge, assistance in plan writing and training. Cardiff Council Emergency Management Unit are carrying out a large and long term communication strategy in Cardiff in conjunction with multi agency partners highlighting flood awareness alongside other emergency eventualities and how residents, businesses and communities can be aware of the risks in their area and hence better prepare for them should that risk materialise. Cardiff now has 5 active community flood plans with others in the planning stage, we have also, through multi agency consultation, produced a 'Preparing for Emergencies – A Guide for Communities' document which is now available to all agencies and organisations. It provides information on how to prepare, respond and recover from an incident including flooding. The document can be found via the following link; https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Emergency-Planning-and-Resilience/Emergency-Planning-and-Resilience/Pages/default.aspx <p>Emergency Management Unit maintain up to date flood warning information from Natural Resources Wales on the Council GIS system.</p> <p>Energy Management Unit</p> <ul style="list-style-type: none"> The Energy Management Team, in conjunction with Service Areas continues to promote initiatives to reduce energy consumption and carbon emissions, with the establishment of various loan funds, coupled with capital bids and allocations. The Council procures competitive energy contracts through the Welsh Purchasing Consortium on a 6 monthly purchasing window for the following 12 month financial year. Key sites are fitted with back-up generators for emergency backup, specifically for IT systems. The Carbon reduction Strategy 2022 identifies projects and activities 	B	1	High Priority	<ul style="list-style-type: none"> A public and key stakeholder consultation exercise has been completed, and the Local Flood Risk Management Strategy drafted for cabinet approval. An officers flood working group has been established to improve internal and key stakeholder communications on flooding issues. The proposal to further progress Surface Water modelling further in line with national guidance and deadlines to inform the Cardiff Area Flood Plan awaits the next guidance from the Welsh Government Identify where flood risk information is in place for key social and civil infrastructure and identify where there are gaps (i.e. contaminated land). The Flood Regulations 2009 require Flood Hazard & Risk Maps to be produced showing impact and extent of future significant flood events (City Services by June 2015) To consider flood risks recognised in the Community Risk Register in the Community Planning/Integrated Partnership process. Community resilience workshops continue in high risk areas Strategic climate change resilience action plan approved by Cabinet on 11th July as part of a wider One Planet Cardiff Cabinet Report. Actions and recommendations in the plan cover heat planning and flooding issues. Corporate PI on climate change resilience developed to ensure that the authority and its services are prepared for a changing climate, and to enable robust reporting to WG on this work (in line with the potential reporting requirements of the Climate Change Act and Well-being of Future Generations Act). To focus on different aspects of climate change resilience annually - to enable Directorates to consider impacts from climate change to their assets, infrastructure, service delivery, strategy and partnerships, and to identify actions for improvement from this process. Meetings held with Performance to embed within corporate processes. Training and 1-2-1 support has been offered by the SD Unit to all Directorates to support them addressing the Corporate PI on this issue but uptake from Directorates has been low. The SD Unit will offer further support to Directorates to provide a combined year 1 & 2 response and will investigate other ways to ensure that parties are more proactively engaged, including an analysis of how new legislation (Well-being of Future Generations Act and upcoming Environment Bill) will help to influence this agenda. 	<p>Andrew Gregory</p> <p>Councillor Bob Derbyshire - Environment</p> <p>Updated Current Controls and Proposed Improvement Actions</p>

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					<p>through 4 strands in order to achieve a 35% reduction in the council's carbon emissions from electricity and gas by 2022. These include: Renewables, energy Efficiency, Design and Asset Management and Behaviour Change.</p> <ul style="list-style-type: none"> A new energy policy and carbon reduction map has been developed which focuses on electricity and gas. This was implemented from 2015/16 and will run through until 2022 with an overall carbon target as well as site specific including a project programme <p><u>Local Flood Risk Management Strategy</u> A Local Flood Risk Management Strategy was produced by the end of 2012 based on WG's Flood & Coastal Risk Strategy guidance. Which integrates; the PFRA, a coastal protection strategy, stakeholder communications and set a clear corporate approach to flood management and risk was presented to the Environmental Scrutiny on 2 Oct 2012. Public consultation was undertaken on the full strategy between January and March.</p> <p><u>Planning</u></p> <ul style="list-style-type: none"> Flood Consequence Assessment to inform LDP process (ongoing). A Flood Study Report to investigate fluvial food risk from reens in the Wentloog Levels completed to inform the assessed candidate sites. Compliance with WAG TAN 15 (Development & Flood Risk - 2004) is already part of the planning process. <p><u>Sustainable Development Unit</u></p> <ul style="list-style-type: none"> Carbon Lite Cardiff Vision Forum project - Carbon Lite Cardiff Action Plan Changing Climate, Changing Places pilot project. Further guidance to be disseminated to service areas on climate change issues as and when new information becomes available. Share learning experiences of climate change related risks with Integrated Strategy partners as and when information becomes available. 				<ul style="list-style-type: none"> The Council has signed up to the Compact of Mayors in addition to its existing commitment to the Covenant of Mayors. Work is underway with the Compact and Covenant staff to agree a combined method of emissions reporting so as not to duplicate efforts and to get maximum benefit from both commitments. To consider the long term planning implications for coastal protection owned/managed by the Council (will be considered under the Local Flood Risk Management Strategy). An initial coastline survey has been completed and added to the strategy report, which indicates high levels of coastal erosion in south east Cardiff, further study is required into the high priority sites identified consideration of strategic defences is required alongside Welsh Government. Funding of £400k has been secured from Welsh Government for 2016/17 to develop a Project Appraisal Report to manage coastal flooding and erosion risk. The appraisal must consider flood risk and wider benefits, therefore, the investigation will be commissioned to establish a potential project to protect against coastal flooding for future years. Progress has been made to establish up to date energy budgets. Deliver development of local power generation within city boundaries and with neighbouring LAs by securing heat networks, deliver the fuel Poverty strategy through measures such as Cymru, ECO and Green Deal opportunities, provide supplementary planning guidance on passive and renewal heating systems to new build and retrofit schemes. Energy security related issues to inform corporate financial systems revised buying and power consumption monitoring arrangements to save money and reduce demand and provide corporate & community planning for Energy City Wide to Business and public sector. Further guidance to be disseminated to service areas on energy security and energy savings opportunities such as implementation of Carbon Culture, delivering extensive energy invest to save programmes on the Council Estate. Delivering renewables within larger properties to lower dependency to grid supply. Energy Performance certificates undertaken to Council owned stock to improve understanding along with a variety of energy efficiency measures (cavity / loft / external wall insulation and boiler upgrades) funded via ARBED, ECO and Green Deal. 	
<p>Information Governance</p> <p>Information handled inappropriately leaves the Council exposed to intervention and financial penalties issued by the Information Commissioner (ICO). This includes information held by Cardiff Schools.</p>	<p>Reputational / Financial / Legal / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> Leads to the Information Commissioner issuing notices of non compliance and implementing financial penalties 	A	1	High Priority	<ul style="list-style-type: none"> Information Security Board chaired by the SIRO held quarterly. Suite of Information Governance Policies in place. Processes for Information Requests, Data Loss in place. The Information Governance Training Strategy in place. Information Requests and Training compliance monitoring reports provided and reported to Information Security Board, SIRO. The processing of CCTV requests (section 35 requests) has been centralised to ensure that these are dealt with appropriately ICO Consensual Audit determined that the Council is considered to have a 'reasonable level of assurance' in place Procurement contracts to include a clause regarding 3rd Parties processing personal data Privacy Impact Assessment process realigned and a PIA Board established to ensure that the Council, when changing systems and processes where personal data is involved, considers relevant legislation. (in preparation for the new EU requirements) PQA process includes the requirement for PIA's where personal information is being processed 	A	2	High Priority	<ul style="list-style-type: none"> The Improvement and Information Team who are responsible for the Governance of CCTV have compiled a register of all CCTV devices owned by the Council. A review of the use of these devices is being undertaken through the council's Information Security Board and the nominated Directorate Information Asset Owners Work is underway to provide advice and guidance to Directors and Lead Officers working on the Alternative Delivery Models on Information Governance matters Work is underway to ensure that Information Governance matters are key considerations as the Council moves towards being 'digital by default' Work to support the collaborative services i.e. Regional Regulatory Service, Vale Valleys and Cardiff Adoption Service continues to ensure that the on-going Information Governance requirements are met and delivered Advice and assistance provided to the National Adoption Service and Rent Smart Wales continues as Cardiff Council is the Data Controller for these services New e-learning training programme to go live in May 2016 Review remaining 10% of Information Requests siting in Directorates with a view to bringing them into the 'One Council Approach' Business case to be presented including options to take forward work on Information Sharing Protocols in line with revised WASPI arrangements 	<p>Christine Salter</p> <p>(Vivienne Pearson)</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated Proposed Improvement Actions</p>
<p>Social Services – Costs</p> <p>Failure to reduce the cost of delivering social services.</p>	<p>Reputational / Community / Legal / Financial / Stakeholders / Service delivery</p> <p>Quality and range of services and interventions compromised, e.g.:</p>	B	1	High Priority	<p>Strategic service improvement governance arrangements including:</p> <ul style="list-style-type: none"> Organisational Development Programme. Multi agency Improving Services to Children Board. Adult Services Improvement Board. Vulnerable Families Partnership Board. 	B	2	High Priority	<ul style="list-style-type: none"> Remodelling Children's Services. Multi-Agency Safeguarding Hub (MASH). Remodelling services to disabled children. Redesign services for children with emotional, behavioural or mental health difficulties (UHB led). 	<p>Tony Young</p> <p>Councillor Sue Lent,</p>

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	<ul style="list-style-type: none"> Safety and welfare of individuals in the community compromised. Achievement of good outcomes for service users compromised. Shortage of appropriate services including placements. Inability to meet key objectives and performance targets. Increase in challenges from carers, including financial challenges. Increase in Delayed Transfers of Care (DToC). 				<ul style="list-style-type: none"> Social Services Reshaping Programme. Adult Social Care Strategic Commissioning Programme. DToC action plan. Internal Review team within Assessment & Care Management continues to focus on delivery of targeted reviews and reviewing packages of domiciliary care for individuals. Assessment & Case Management Business Process Review - commenced with corporate resources. Adult Social Services Position Statement completed. Robust and transparent scrutiny of budgets in place but this remains a significant challenge. Adult Services, Care & Social Services Inspectorate Wales (CSSIW) and the Providers are working together to improve service delivery. 				<ul style="list-style-type: none"> Enhance Community Resource Teams e.g. moving to 7 day working (ICF and RCF funding). Plan to increase domiciliary care capacity. Creation of combined Health & Social Care Locality Community Resource Teams to increase efficiency and effectiveness. Review and implement effective contract monitoring and management arrangements. Identify commercialisation opportunities. Ongoing close monitoring of DToC Action Plan Living Wage growth bid submitted for 2016/17 budget. Rationalise / streamline improvement boards and governance. 	<p>Deputy Leader - Early Years, Children & Families</p> <p>Councillor Susan Elsmore - Health, Housing & Wellbeing</p> <p>Updated, Current Controls and Proposed Improvement Actions</p>
<p>Delayed Transfers of Care</p> <p>Failure (with Health partners) to reduce the number of Cardiff residents experiencing delayed transfers of care.</p>	<p>Reputational / Legal / Financial / Community / Stakeholders / Service delivery</p> <ul style="list-style-type: none"> Potential ministerial intervention incurring significant reputational and political risk. 	B	1	High Priority	<ul style="list-style-type: none"> Leadership group established to tackle DToC - consisting of Cabinet Members from the Cardiff, Vale of Glamorgan, Chair of UHB and relevant officers. Joint action plan received and agreed by the Health Minister on 29th June 2015 under frequent review to monitor progress. Health & Social Care Integration - continued progression on integration with Health - partnership / governance arrangements for Mental Health, Learning Disabilities and frail older people; development of integrated complex hospital discharge team across Cardiff, Vale of Glamorgan and the UHB. 	B	2	High Priority	<ul style="list-style-type: none"> Performance challenges set to improve DToC - includes ongoing close monitoring of DToC Plan. Strategic review of reablement as part of ODP. Strategic review of DToC re-engineering as part of ODP. ICF and RCF monies to enhance the Community Resource Teams - e.g. moving to 7 day working, 2nd Primary Care Fund. Plan to create more domiciliary care capacity to ensure availability of services to achieve timely discharges. 	<p>Tony Young</p> <p>Councillor Susan Elsmore - Health, Housing & Wellbeing</p> <p>Updated Proposed Improvement Actions</p>
<p>Performance Management</p> <p>Performance management culture is not embedded within the Council leaving the Council exposed to intervention by Welsh Government (in line with the Local Government (Wales) Measure 2009 and associated requirements</p>	<p>Reputational / Service delivery / Stakeholder</p> <ul style="list-style-type: none"> The strategic and corporate level changes do not have the intended impact because they are not fully embedded in operational practices. Council unable to accelerate performance improvement as planned/desired. <p><u>Outcome Agreement 2013/16</u> Financial</p> <ul style="list-style-type: none"> The WG guidance for the Outcome Agreement for 2013/16 means that there is a risk of not securing all or part of the £3.2m funding for 2013/14 and subsequent years 	B	2	High Priority	<ul style="list-style-type: none"> The Council's refreshed Corporate Plan, which sets out four key priorities along with a series of related Improvement Objectives, was approved alongside the budget in February 2016. The Council's improved approach to the way it manages its performance was recognised by the Wales Audit Office's follow-on report, but it is also clear there is more work to be done to build on the success achieved so far. A new Performance Management programme will be put in place to deliver the required change. The Council's developing approach to Performance Management will continue to develop the way in which Benchmarking data is used, with specific emphasis on measuring the Council's improvement compared to Wales and Core Cities. Balanced Scorecards are produced each quarter and circulated to Cabinet and Directors for use in improving communication of performance. The continuing development of a scorecard approach to reporting will be a key part of the Performance Management programme of activity. 	B	2	High Priority	<ul style="list-style-type: none"> A Programme of activity is being launched in April 2016 to ensure the Council's Performance Management arrangements continue to improve, leading in turn to improved services and better outcomes for our residents and service users Planned areas of focus include: <ul style="list-style-type: none"> Developing a reporting framework that allows the right audiences to focus on the right level of detail to better aid decision-making Ensuring greater effectiveness of corporate planning frameworks, with clearer accountabilities and enhanced 'line of sight' Embedding a culture of challenge throughout the organisation Increasing the transparency with which we manage our performance 	<p>Christine Salter</p> <p>(Joe Reay)</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated Current / Existing Controls and Proposed Improvement Actions</p>

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<p>Organisation Development</p> <p>OD projects fail to deliver the radical change required to deliver efficiency savings and service changes, due to service and resource pressures.</p>	<ul style="list-style-type: none"> The Council's budget constraints are so severe that the consequence of not delivering large-scale change could have a major impact on customer services. Radical changes to service delivery models may impact on the Council's reputation if not planned, co-ordinated and governed effectively. If change is not delivered, there could be unplanned reduction in staffing to achieve savings, which would result in loss of business knowledge and resources to implement change. Reputational impact if services do not meet increasing customer expectations. If change is not effectively planned, managed and implemented it may be delayed and subsequently impact on the Council's ability to achieve necessary savings and service improvements. With the increased budget pressures, the Council may not have sufficient capital and revenue to invest in technology which would achieve medium and long-term improvements and savings. 	B	1	High Priority	<ul style="list-style-type: none"> Governance arrangements established, led by the Chief Executive and Programme Boards, chaired by Directors to ensure change is delivered Disciplined approach, where risk assessment forms an integral part of the approach to change Programmes initiated with dedicated resources Experienced gained by managing programmes and projects over a number of years, building on lessons learned Building capacity and capability across the organisation through development opportunities and skills transfer Appropriate engagement and stakeholder management, including Trade Union meetings and updates for PRAP, Scrutiny and Internal Audit. Improving compliance to project and programme management governance standards by streamlining core processes and enhancing reporting, increasing transparency across change initiatives. Continued implementation of Programme & Project Management Database to enhance management information and reporting. Investment Review Board review/approve Business Cases and prioritise resources. Organisational Development Board joined up with Senior Management Team who meets monthly to discuss the OD Programme. This ensures all Directors are fully engaged with the OD Programme. OD/SMT Board approved Programme Briefs for Reshaping Services, Enabling & Commissioning and all component programmes. OD/SMT have approved the draft Digital Strategy, ahead of formal submission to Cabinet in May 2016. Improved reporting for the OD Programme has been developed (Dashboard Reports) and implemented at OD/SMT Board. These reports are produced 4-weekly. Appointment of programme managers to oversee the OD Programme (OM2 in April 2015 and OM1 in August 2015) has provided additional capacity and direction. SharePoint implementation within OD began in December 2015 and will continue through spring 2016, further improving information management, efficiency and internal communications. Controlled Risk Self Assessment tool piloted in OD to inform strengths and weaknesses in controls and help prioritise areas for improvement. 	B	2	High Priority	<ul style="list-style-type: none"> New Programmes & projects being initiated as part of Organisational Development – driving change from within Directorates, but corporately governed. Digital Services Roadmap to be developed / finalised and used to inform delivery. Further work required to improve programme reporting and information flow. Further work required to understand the interdependencies for all the projects ongoing in the OD Programme to ensure best use of resources and no duplication of effort. Enabling technologies to be realigned as appropriate to the priority areas. Meetings arranged with DMTs to discuss ongoing OD Programme and future projects that may require OD support so that resources can be planned accordingly. Annual review of the ODP that will map out the next steps for key projects and initiatives. Working with Finance to ensure that saving plans included in the medium term financial plan are directly linked to the ODP. 	<p>Christine Salter (Dean Thomas)</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated Current Controls and Proposed Improvement Actions</p>
<p>Business Continuity</p> <p>Large scale incident/loss affecting the delivery of services.</p>	<p>Reputational / Legal / Financial / Stakeholder / Service delivery / Health & safety</p> <ul style="list-style-type: none"> Inability to operate in a timely and efficient manner. Potential impact on health and safety. Impact on key services to the public. Inability to meet business obligations e.g. partnership arrangements. 	B	1	High Priority	<ul style="list-style-type: none"> The Council has a BCM Champion who sponsors BCM at a strategic level and is actively supporting the BCM Programme. We have an approved Business Continuity Policy which is aligned to ISO22301. BCM Intranet web page. BCM toolkit is now available on CIS allowing all service managers to develop an appropriate BCM response for their services allowing future effective maintenance and audit. BCM workshops are available from the BC Officer on request. The Council has employed a Business Continuity Officer (appointed October 2010). The officer is a qualified ISO22301 lead auditor. The Council worked with Marsh to complete a corporate exercise to identify and prioritise all activities. Marsh conducted a follow up BCM session at CMB on the 24th May 2011 which concluded the work on prioritising and classifying all of the Councils activities. This work to prioritise activities continues to be reviewed annually by the senior leadership team to keep the work live. The Red and Amber activities were last reviewed in July 2014. The BCM Champion presented a report to the SLT on the position on all the Red and Amber activities. Directors, Assistant Directors and Chief Officers were tasked with ensuring that their Red and Amber activities had business continuity plans produced and audited by the end of 2014/2015. A partnership approach between the Emergency Management Unit and the Corporate Risk Steering Group is helping to raise awareness and drive forward the BCM programme. 71 % of our most time critical activities (Reds) now have Business Continuity plans which have met, or are going through, audit. Work on the remaining plans is ongoing to close gaps and bring them up to date and in line with the corporate audit requirement 14.5 % of our Amber activities now have business continuity plans which meet the business continuity audit requirement. The Council now has a 24 hour Incident Management structure for Gold and Silver Officers. This structure was exercised in a corporate exercise OTAN run by the Emergency Management Unit in 6th and 9th of June 2014. This exercise also gave BC plan owners the opportunity to exercise their own BC arrangements. Further training for our Gold officers is due in November 2015. The existing and well tested corporate emergency management structure was successfully and extensively used in the preparation for and over the NATO summit period. This structure was ready to manage a corporate response to any incident. 	C	1	Medium Priority (Red/ Amber)	<ul style="list-style-type: none"> It was agreed by SLT in July 2014 that a target date for completion of effective up to date Red and Amber business continuity plans would be put in place and this would have a target date of the end of 2014/2015, individual Directorates are responsible for progressing this work. The BC Officer has started working with Directorates to start building business continuity plans for the Councils 62 Amber activities (activities that need to be recovered between 1 hour and 24 hours following business disruption) The Emergency Management Unit has developed an Incident Management Plan (Cardiff Councils Emergency Management Plan) to ensure alignment with ISO22301 this has been distributed to all Directorates. The BC Officer is working closely with Facilities Management to ensure they have effective plans in place to help manage possible business disruptions to our four core buildings. Continue to promote the need for the Office Rationalisation Project to incorporate a solution to manage the risk and impact of loss of work space effectively, to limit impact on the provision of council services should there be a business continuity incident. This would probably be best achieved through roll out of an effective mobile working solution. A solution has been identified and is available to staff. Internal services have been working to improve the resilience and capability of infrastructure to support the use of this solution. Work with ICT to ensure our core infrastructure is as resilient as practical to support a resilient and effective delivery of essential ICT services and the effective planning for recovery of critical IT services after an incident that affects our IT. Work with the teams involved with looking at the potential of using alternative delivery models for council services. Identifying risks associated with alternative delivery models for specific services and recommend potential risk management solutions for implementation, to protect the delivery of our most critical services. Facilities Management have identified a vulnerability within one of our electrical emergency generator supplies which the BC Officer is working to support the closure of this vulnerability. The BC Officer is actively supporting the development of an 	<p>Christine Salter</p> <p>Councillor Phil Bale, Leader – Economic Development & Partnerships</p> <p>Reviewed – No change</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
					<ul style="list-style-type: none"> Cardiff Council is a member of the Core Cities Business Continuity Group and has been for the last 4 years. This membership allows the sharing of best practice and joint initiatives between group members. The Business Continuity Officer has been working closely with the procurement section of Resources to ensure that the resilience of suppliers is considered carefully when procuring services which are important to our most time sensitive activities, our Red and Amber activities. Risk and Audit conducted an audit of the Business Continuity Risk in the first 2 quarters of 2015 / 2016 a briefing note has been issued to SLT on the current position and actions moving forward to further enhance our organisational resilience. 				appropriate Threat and Response Policy to support council security arrangements.	
<p>Education – Schools Delegated Budgets</p> <p>Secondary Schools with deficit budgets do not deliver agreed deficit recovery plans, impacting on the overall budgets for all schools.</p>	<p>Reputational / Legal / Financial.</p> <ul style="list-style-type: none"> Budget implications. Reducing educational standards. Intervention from WG 	A	2	High Priority	<ul style="list-style-type: none"> 2015/2016 Budget allocations issued to schools in early March 2015 and monitoring arrangements put in place for those schools showing financial concern. This has continued for the 16/17 budget process. Officers from Education and Financial Services have worked with individual schools through Headteachers and Governing Bodies to formulate Medium Term Financial Plans (MTFP) to seek to either balance individual school deficits within four financial years or to ensure that the accumulated deficits were frozen or slowed as much as possible. . The fall in pupil numbers for certain schools made it clear that a longer period than four years was needed in order to achieve a balanced medium term position Officers continue to monitor and challenge those schools in deficit before allowing any additional financial commitments, both staffing and other expenditure. Work ongoing with all schools but focussed targeting on specific secondary schools to continue to dampen the growth in deficits and ensure that those that do occur are recoverable. Officers from Education, HR, finance and legal looking at potential intervention strategies and developing a protocol for intervention. Reviewing closely with Education Management Team and SOP in particular as to the opportunities available to address short medium term fall in pupil numbers for certain secondary schools. Some schools are unviable in short term but the spaces will be required in the next five years so financial plans required to get over the next few years with low pupil numbers. For each school in deficit, the Council has identified a monitoring officer to provide an independent challenge to the school. This is in addition to the LFM Officer currently supporting that school Individual school budget monitoring positions reported to Education Management Team on a quarterly basis 	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Council make full use, if necessary, of formal warnings and powers of intervention. Officers have exercised the statutory powers of intervention in three secondary school governing bodies which is beginning to have a positive impact on the ability of the Council to ensure schools meet the targets set out in their deficit recovery plans. Officers exercise the statutory powers of intervention on a school or schools in deficit who are unable to provide a medium term financial plan, this may involve removing delegation from a Governing Body. Officers explore through the School Organisation Planning process how different organisational arrangements for schools would affect the supply of pupils to schools thus affecting their delegated budgets. This will include an understanding of the long term impact of any unused school supply places on the funding formula. School Budget Forum has agreed a revised protocol for responding to schools in deficit and this needs regular review with a tightening on the number of deficit budgets accepted. This has been reflected in the harder message contained within the 2016/17 school budget letters and the 2016/17 Budget Report. Finance Officers continue to meet with Challenge Advisers to discuss individual schools in respect of their financial and school standard performance. The Council has been able to protect school delegated budgets over and above the Welsh Government threshold and a smaller number of schools than in 15/16 have been identified as requiring meeting with S151 officer and senior education officers. These meetings will place in April and early May. Work is continuing with the School Budget Forum and consortium to ensure that the formula funding mechanism is transparent and remains fit for purpose whilst considering any interaction or impact of any grant allocation decisions. Maintaining the need for financial probity whilst ensuring that each school has the opportunity to improve school standards. Working with consortium to ensure that maximising value from constituent parts of Education Improvement Grant is secured and that there is clarity of allocation mechanism for 2017/18 and beyond. Developing the medium term budget strategy for 2017/18 and providing early notification to budget forum and individual schools of likely impact of said strategy. 	<p>Nick Batchelar (Neil Hardee)</p> <p>Councillor Sarah Merry - Education</p> <p>Updated Current Controls and Proposed Improvement Actions</p> <p>Residual Risk Reduced from B2</p>

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
<p>Legal Compliance</p> <p>Changes in services and staff roles across the Council resulting in:</p> <ul style="list-style-type: none"> - gaps in Council wide knowledge of the local authority framework of responsibilities and duties within which we have to operate; - inability to deliver the services in accordance with all duties and responsibilities due to lack of resource: <p>in each case leading to increased risk of challenges.</p> <p>Reduction and changes in front-line services, discretionary and statutory, will lead to increased risks of challenge from users and other stakeholders affected.</p>	Reputational / Legal / Financial / Service delivery	B	2	High Priority	<ul style="list-style-type: none"> Professional internal legal and financial advice provided to a high standard. Legal Services repositioned in the senior management structure. Maintaining robust decision making process with legal implications on all reports. Appropriate use of NPS Legal Services by Solicitors Framework to increase resilience. Dedicated teams in specialist areas e.g. equalities, FOI / DPA. Sharing training/publications received 	C	2	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Prioritisation of work to make best use of internal expertise (including programme of projects in accordance with SMT decision) Continue efforts with exploration of collaboration with other legal services to see if there is the potential to increase resilience and / or efficiencies. Further development of standard precedents with guidance for use in cases of low value/low risk/repetitive matters Provide legal training to Directorates to develop knowledge within Directorates of specific statutory functions. Encourage Directorates to ensure reports are discussed at preliminary stage in development to ensure all legal issues are addressed early 	Christine Salter (David Marr) Cllr DeAth - Skills, Safety & Engagement Updated Current Control & Proposed Improvement Actions
<p>Fraud, Bribery and Corruption</p> <p>Fraud, financial impropriety or improper business practices increase as internal controls are weakened as resources become severely stretched.</p>	Reputational / Financial / Legal / Service delivery / Stakeholder	B	2	High Priority	<ul style="list-style-type: none"> The Council communicates a zero tolerance approach to fraud, bribery and corruption. Regular review of relevant policies and procedures e.g. the Fraud, Bribery and Corruption Policy. Financial Procedure Rules and Contract Standing Order and Procurement Rules frameworks for staff to follow. Dedicated team of professionally trained and experienced investigators to prevent deter and detect fraud against the Council. Proactive work on National Fraud Initiative exercises led by the Internal Audit team, in collaboration with the Cabinet Office and Wales Audit Office. Receipt and dissemination of fraud intelligence alerts from law enforcement agencies. Regular reports to the Section 151 Officer and Audit Committee and the Chief Executive. Audit Committee review and assess the risk management, internal control and corporate governance arrangements of the authority. Independent assurance from Internal and External Audit on the effectiveness of governance, risk and control. Procurement team compliance role relating to contract procedure rules. Savings proposals are reviewed and supported by a robust business case and process in consideration of risks to the operation. Ongoing delivery of briefings to Schools on fraud and control risks. Cardiff Manager Programme includes session on risk management and compliance / control. Senior Management Assurance Statements – challenge to Directors and the Chief Executive. Approval of new Fraud, Bribery and Corruption Policy and Money Laundering Policy at Cabinet, June 2015. Provision of disciplinary management information on DigiGov. Multi-team collaboration in the development of the updated Disciplinary Policy and supplementary guidance materials. 	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Seek approval of a policy for Monitoring Employees at work and a management framework for its enactment. Development of a package of mandatory e-learning modules for the pool of Investigating Officers and Disciplinary Chairs throughout quarter one 2016/17. Continue to deliver the mandatory face to face training for investigating Officers to improve the standard of investigations. To be delivered for the pool of Investigating Officers by the end of quarter two 2016/17. Continue to deliver the mandatory face to face training for of Disciplinary Hearing Chairs. To be delivered to the pool of Disciplinary Hearing Chairs by the end of quarter two 2016/17. Continue to build upon and enhance the mandatory face to face training programmes. Review process for ensuring appropriate fraud, bribery and corruption awareness for Council officers. Delivery of Cardiff Manager Programme. Review a sample of Disciplinary Hearing outcomes for consistent application of the Disciplinary Policy. Challenge inconsistent disciplinary sanctions and report findings to the Section 151 Officer and Audit Committee. Enhance DigiGov to facilitate changes introduced by the new Disciplinary Policy and the production of management information, by the end of quarter 2 2016. 	Christine Salter Councillor Graham Hinchey - Corporate Services & Performance Updated Risk Title, Current Control & Proposed Improvement Actions
<p>Asset Management</p> <p>Ensure effective operation of the Council's Asset Management Board to achieve effective strategic oversight and identified savings.</p>	Reputational / Legal / Financial / Health & Safety / Stakeholders	B	2	High Priority	<ul style="list-style-type: none"> Cabinet formally approved a new Property Strategy in November 2014. Corporate Asset Management Board and supporting Working Group now set up to raise property profile and introduce more structured, disciplined approach to management of property and the Office Accommodation Rationalisation Programme. Established rolling programme of 'Fitness for Purpose' reviews of all council properties providing high level assessment of the current performance and value of buildings. Carbon Management / Energy Efficiency - Certificates / General Awareness / Introduction of Energy Renewables Strategy. Established Implementation Plan for the new Property Strategy. Determined governance and work programme updates for new Corporate Asset Management Board at meeting in January 2015. Review of Investment portfolio completed. Report on future strategy and direction of non-operational estate presented to PRAP in January 2015 for onward consideration by Cabinet in June 2015. Asset Management Plan considered by Cabinet in July 2015. Future Strategy and direction of the Council's non - operational Investment Estate approved by Cabinet in November 2015. Asset Management Board and Partnership Board fully operational. 	D	2	Medium Priority (Amber/Green)	Establish Investment Board and new Governance for the Investment Estate.	Neil Hanratty Councillor Phil Bale, Leader – Economic Development & Partnerships Updated Current Controls and Proposed Improvement Actions

Risk Description	Potential Consequence	L	C	Inherent Risk	Current/Existing Controls	L	C	Residual Risk	Proposed Improvement Action	Risk Owner & Cabinet Member
					<ul style="list-style-type: none"> Delivered targets in Corporate Asset Management Plan in 2015-17 as follows: <ul style="list-style-type: none"> Gross internal floor area reduced by 3.5% Maintenance backlog reduced by @£4.4m Running cost reduced by £1m Delivered £6.7 million capital receipts 					
<p>Workforce Planning</p> <p>Importance of forecasting and planning to build capability and capacity for the future is not fully recognised and embedded.</p>	<p>Reputational / Financial / Stakeholder / Service delivery</p> <ul style="list-style-type: none"> Poor service delivery due to ineffective use of resources. Lack of resources with the knowledge and skills the Council requires for future delivery Loss of resources and recruitment problems. Poor morale Loss of experienced staff members including managers Reduce the likelihood of attracting high calibre managers to Cardiff Council Risk of not meeting statutory and legislative requirements in relation to specific workforce requirement e.g. social care. 	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> The Workforce Planning Project forms one of the projects within the Workforce Strategy programme with its purpose to review, develop and implement workforce planning The Workforce planning project has a completed project brief identifying a number of key outputs required for workforce planning HRPS provided the Workforce Planning data within the Resources/Staff section of Directorate Delivery Plan Behavioural Competence Framework implemented, including 12 behavioural competencies set out in 4 levels as a way in which the Council describes its people and jobs. Work is being carried out on linking processes that can be used for the identification and development of potential e.g. Recruitment & Selection, PPDR and Cardiff Academy and underpinning these with the Competency Frameworks. The Workforce Planning approach commenced with the roll out of the new tool and managers guide in March 2014. Whilst awaiting an IT solution, a new tool has been developed to enable the organisation to take a snapshot of where they are currently and to start to consider the 'skills' requirements piece Managers' guide to WFP developed and disseminated to Directorates March 2014. The Behavioural Competency Framework has been reviewed and stakeholder feedback collated to inform a revised approach which has been implemented Additional research and benchmarking undertaken to help inform WFP approach going forward; including – attendance at WLGA – Work Force Planning Wales event. LGA/ Skills for Local Government hosted COP event. HR working with Directorates where required, to help identify appropriate strategies to support their WFP agenda. Workforce strategy developed and agreed by Cabinet in April 2015 Options appraisal to deliver a workforce planning IT solution to be developed 	B	3	Medium Priority (Red/Amber)	<ul style="list-style-type: none"> Workforce planning dashboard data provided to each Directorate to inform Directorate Delivery Planning discussions and development. The alignment of DDP's and the Workforce Strategy has been piloted within Children's Services. Workforce Strategy signed off In April 2015 and a refreshed Workforce Planning approach is being taken forward in a number of ways. Children's Services have developed a Workforce Strategy for their area. Some test work has been carried out of a Workforce Planning Canvas tool. Resources have held a workshop which focussed on Professional and Technical areas to inform the key skills required for the Directorate going forward. Work has been carried out to build workforce planning into the Directory Delivery Plan process for 2016/17. There is also a review underway with Procurement colleagues of the Service Review Toolkit to fully integrate Workforce Planning into the tool kit. In addition work is still ongoing to identify a suitable Workforce Planning IT solution. Work has taken place with Cardiff and Vale College to look at an Essential Skills diagnostic tool. Work is being carried out with WLGA and WAO to look at a Wales wide workforce planning process for use within Local Authorities. The project Plan for the Workforce Planning Project gives full details of the improvement action plan. 	<p>Christine Salter (Philip Lenz)</p> <p>Councillor Graham Hinchey - Corporate Services & Performance</p> <p>Updated Risk Description, Consequence, Current Controls & Proposed Improvement Actions</p>

Risk Description	Inherent Risk	Residual Risk	Risk Owner	Cabinet Member
EVENT DRIVEN RISKS				
Social Services and Wellbeing (Wales) Act Failure to implement the Social Services & Wellbeing (Wales) Act 2014.	High Priority B1	Medium Priority (Red/Amber) B3	Tony Young	Councillor Sue Lent, Deputy Leader - Early Years, Children & Families & Councillor Susan Elsmore Health, Housing & Wellbeing
Hostile Vehicle Mitigation in Cardiff Vehicle Borne Improvised Explosive Device (VBIED) detonating in an area identified as a high risk crowded place, as a result of the inappropriate boundary treatments and access control processes protecting and managing it.	High Priority B1	High Priority B1	Andrew Gregory	Councillor Ramesh Patel Transport, Planning & Sustainability
Welfare Reform That the Council cannot meet its statutory obligations with the increased demands and reduced budgets placed upon it by the Welfare Reform including: Universal Credit, further reduction in Benefit Cap, size restrictions for social tenants and restriction of social housing rents to LHA levels. Lack of information, short timescales for implementation and the large number of citizens affected makes these changes a significant risk.	High Priority A2	High Priority B2	Sarah McGill (Jane Thomas)	Councillor Susan Elsmore Health, Housing & Wellbeing
Waste Management Failure to achieve targets for Landfill allowance, specifically for Biodegradable Municipal Waste and WG statutory Recycling Targets. Ineffective delivery of recycling targets and residual waste treatment.	High Priority B1	High Priority B2	Andrew Gregory	Councillor Bob Derbyshire Environment
Preparation of Local Development Plan Preparing a plan that is considered 'sound' by the Inspector, within the proposed timetable.	High Priority B1	Low Priority (Achieved)	Andrew Gregory	Councillor Ramesh Patel Transport, Planning & Sustainability
Education – Schools - SOP Large scale programme with tight timescales for delivery, in context of very rapidly growing primary age school population.	High Priority B1	Medium Priority (Red/Amber) C1	Nick Batchelar (Janine Nightingale)	Councillor Sarah Merry Education
Education Consortium & Attainment The Central South Consortium does not deliver effective services that challenge and support Cardiff schools to improve and Educational Attainment does not improve at the required rate.	High Priority B1	Medium Priority (Red/Amber) C2	Nick Batchelar (Angela Kent)	Councillor Sarah Merry Education
ICT Platforms Unsuitable/ Outdated The ICT platforms (desktop, software, network, servers, and telephones) will not be able to support the technologies required by the corporate change programme and deliver effective service to the council, or will not provide a reliable service due to age and condition of equipment and systems.	High Priority A2	Medium Priority (Red/Amber) C2	Christine Salter (Phil Bear)	Councillor Graham Hinchey Corporate Services & Performance
ONGOING RISKS				
Budget prioritisation Delivery of the statutory obligation to set a balanced annual budget and to set a Medium Term Financial Plan which takes into account statutory budget planning obligations (compounded by the risk of late settlement figures from the Welsh Government).	High Priority A1	High Priority B2	Christine Salter (Ian Allwood)	Councillor Graham Hinchey Corporate Services & Performance
Financial Resilience Financial resilience of the Council over the medium term, given the scale of the financial challenge ahead.	High Priority A1	High Priority B2	Christine Salter (Ian Allwood)	Councillor Graham Hinchey Corporate Services & Performance
Budget Monitoring Failure to achieve the budget set, inclusive of budgeted spend and savings across Directorates, with increased use of emergency finance measures and the drawdown of reserves.	High Priority A1	High Priority B2	Christine Salter (Allan Evans)	Councillor Graham Hinchey Corporate Services & Performance
Health and Safety Ineffective compliance of health and safety through poor application and embedding of the 'Framework for Managing Health and Safety in Cardiff Council.	High Priority A1	High Priority B1	Christine Salter	Councillor Graham Hinchey Corporate Services & Performance
Climate Change & Energy Security Un-preparedness to the effects of climate change due to lack of future proofing for key (social and civil) infrastructure and business development, and inability to secure consistent energy supply due to rising energy costs and insecurity of energy supply.	High Priority B1	High Priority B1	Andrew Gregory	Councillor Bob Derbyshire Environment
Information Governance Information handled inappropriately leaves the Council exposed to intervention and financial penalties issued by the Information Commissioner (ICO). This includes information held by Cardiff Schools.	High Priority A1	High Priority A2	Christine Salter (Vivienne Pearson)	Councillor Graham Hinchey Corporate Services & Performance
Social Services - Costs Failure to reduce the cost of delivering social services.	High Priority B1	High Priority B2	Tony Young	Councillor Sue Lent, Deputy Leader - Early Years, Children & Families
Delayed Transfers of Care Failure (with Health partners) to reduce the number of Cardiff residents experiencing delayed transfers of care.	High Priority B1	High Priority B2	Tony Young	Councillor Susan Elsmore Health, Housing & Wellbeing
Performance Management A performance management culture is not embedded within the Council leaving the Council exposed to intervention by Welsh Government in line with the Local Government (Wales) Measure 2009 and associated requirements.	High Priority B2	High Priority B2	Christine Salter (Joe Reay)	Councillor Graham Hinchey Corporate Services & Performance
Organisation Development OD projects fail to deliver the radical change required to deliver efficiency savings and service changes, due to service and resource pressures.	High Priority B1	High Priority B2	Christine Salter (Dean Thomas)	Councillor Graham Hinchey Corporate Services & Performance
Business Continuity Large scale incident/loss affecting the delivery of services.	High Priority B1	Medium Priority (Red/Amber) C1	Christine Salter	Councillor Phil Bale, Leader – Economic Development & Partnerships
Education – Schools Delegated Budgets Secondary Schools with deficit budgets do not deliver agreed deficit recovery plans, impacting on the overall budgets for all schools.	High Priority A2	Medium Priority (Red/Amber) C2	Nick Batchelar (Neil Hardee)	Councillor Sarah Merry Education
Legal Compliance Changes in services and staff roles across the Council resulting in: - gaps in Council wide knowledge of the local authority framework of responsibilities and duties within which we have to operate; - inability to deliver the services in accordance with all duties and responsibilities due to lack of resource: in each case leading to increased risk of challenges. Reduction and changes in front-line services, discretionary and statutory, will lead to increased risks of challenge from users and other stakeholders affected.	High Priority B2	Medium Priority (Red/Amber) C2	Christine Salter (David Marr)	Councillor De'Ath Skills, Safety & Engagement
Fraud, Bribery and Corruption Fraud, financial impropriety or improper business practices increase as internal controls are weakened as resources become severely stretched.	High Priority B2	Medium Priority (Red/Amber) B3	Christine Salter	Councillor Graham Hinchey Corporate Services & Performance
Asset Management Ensure effective operation of the Council's Asset Management Board to achieve effective strategic oversight and identified savings.	High Priority B2	Medium Priority (Amber/Green) D2	Neil Hanratty	Councillor Phil Bale, Leader – Economic Development & Partnerships
Workforce Planning Importance of forecasting and planning to build capability and capacity for the future is not fully recognised and embedded.	Medium Priority (Red/Amber) B3	Medium Priority (Red/Amber) B3	Christine Salter (Philip Lenz)	Councillor Graham Hinchey Corporate Services & Performance

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**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

**DIRECTOR OF SOCIAL SERVICES REPORT 2015-16 (ANNUAL
COUNCIL REPORTING FRAMEWORK)**

REPORT OF DIRECTOR OF SOCIAL SERVICES

AGENDA ITEM: 7

**PORTFOLIOS: HEALTH, HOUSING & WELLBEING (COUNCILLOR SUSAN
ELSMORE), EARLY YEARS, CHILDREN & FAMILIES (COUNCILLOR SUE
LENT)**

Reason for this Report

1. The purpose of this report is for the Cabinet to receive the seventh Annual Report of the Director of Social Services (Appendix 1) as required by the Welsh Government. The requirement is outlined in the document 'Statutory Guidance on the Role and Accountabilities of the Director of Social Services' issued under Section 7 of the Local Authority Social Services Act 1970.

Background

2. From 2009-10, the Statutory Director of Social Services in each council in Wales has been required to produce and publish an Annual Report as part of an Annual Council Reporting Framework (ACRF) for social services.
3. The Report and the systems and processes established to inform its production have been refined and developed in 2015-16 to take account of learning from previous years. Feedback and comments received on the report this year will be taken into consideration during the preparation of future reports. This year, the focus has been on re-framing the report in response to feedback from Scrutiny Committees to ensure that it is outcome based and more reader-friendly.
4. The Report was prepared following an in-depth analysis of the effectiveness of social care services. The resulting judgements and identification of improvement priorities are supported by performance information.
5. The report will be submitted to the Care & Social Services Inspectorate, Wales (CSSIW). The Regulation and Inspection of Social Care (Wales)

Act places the annual Director of Social Services' report on a statutory footing and, in preparation for these new arrangements, CSSIW will no longer produce an individual performance evaluation report for each council. Verbal feedback will be provided at a Performance Review Meeting in September between CSSIW, the Director of Social Services and relevant (invited) elected member portfolio holders.

6. The Social Services Improvement Agency (SSIA) supported the introduction of the ACRF and produced a 'toolkit' for use by authorities that provides guidance on the areas to be covered in the Report.
7. The priorities for action identified in the Annual Report are reflected in the Directorate Plan for Social Services for 2016-17.

Issues

8. As required by the ACRF the report was finalised as a result of engaging managers and staff in a structured challenge process.
9. In previous years, the need to improve the opportunity for citizens who use or are eligible for social services to engage in some level of challenge prior to finalising the report and lessons learned has been noted. Last year the Director and senior managers, alongside members of the Corporate Parenting Advisory Committee, engaged in a face to face challenge session with young people based upon their own analysis of the report. This was a positive and mutually beneficial experience and a similar event with young people was held on 18th June 2016. Feedback from the event is included in the report.
10. Adult Services approached a number of stakeholder organisations including Age Connects and C3SC regarding the challenge process and they responded positively, being keen to engage and provide feedback. A draft version of the report was issued to these organisations and an overview of their feedback is included in the report.

Scrutiny Consideration

11. The draft Director's Report was considered at a joint meeting of the Children & Young People and Community & Adult Services Scrutiny Committees on 11 July 2016. A response to the recommendations from Scrutiny will be provided following receipt of their letter.

Reasons for Recommendations

12. To receive the Annual Report of the Director of Social Services for 2015-16 in order to fulfil the responsibilities required by the Welsh Government in the document entitled 'Statutory Guidance on the Role and Accountabilities of the Director of Social Services'.

Legal Implications

13. The legal requirements to which the report relate are referred to earlier in the report. Further advice has been received which confirms that the report should be presented to full Council, following consideration and approval by Cabinet. There are no other legal implications directly arising from the report.

Financial Implications

14. There are no direct financial implications arising from this report.

RECOMMENDATIONS

The Cabinet is recommended to receive the Annual Report of the Director of Social Services for 2015-16 and agree that it be forwarded for consideration by Council.

TONY YOUNG

Director

21 July 2016

The following Appendix is attached:

Appendix 1: Director of Social Services Annual Report 2015-16

The following Background Papers have been taken into account:

- Statutory Guidance on the Role and Accountabilities of the Director of Social Services
- Social Services Improvement Agency Annual Council Reporting Framework Toolkit



Director of Social Services
Annual Report
2015/16



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MESSAGE FROM CABINET MEMBERS

City of Cardiff Councillor Sue Lent, Deputy Leader and Cabinet Member for Early Years, Children and Families

City of Cardiff Councillor Susan Elsmore, Cabinet Member for Health, Housing and Wellbeing

We very much welcome this the 7th Annual Report of the Director of Social Services. As Cabinet Members with direct responsibility for Social Services, those who need care and support in our city are our first priority, and this is reflected in the importance given to Social Services by the Cabinet and the Council as a whole.

This report reflects the growing coherence, strength and effectiveness of Social Services in Cardiff, with a particular focus on the previous year, whilst acknowledging the scale and challenge of the journey ahead. We believe it important that the Director's Annual Report provides a publicly accountable picture of Social Services that recognizes strengths and weaknesses, and which enables us to know what we must focus on over the next three years in order to improve further; this report provides that balanced insight. It tells us that we have reason for greater confidence about the future but must remain resolutely focused on improving what we offer to those in our community who need care and support.



FOREWORD

As the Council's Statutory Director of Social Services it is part of my job to report to you annually on how well I think the Council's Social Services are performing overall. The report that follows relates to the 2015/16 year and is the result of a process of detailed analysis on a service by service basis, undertaken by Operational Managers in the Social Services Directorate. Each Operational Manager's analysis was then subject to a process of challenge that included testing out with staff teams.

I am pleased to be able to report that the City of Cardiff Council continues to improve in key areas of Social Services despite severe financial pressures. Services for vulnerable adults and children remain a clear priority for the City of Cardiff Council and the Council continues to afford Social Services a degree of budget protection.

These services are provided in a context of significant and continuing rises in demand and this presents real challenges in terms of ensuring consistency in the quality and standard of service in some key areas. 2015/16 has been marked by the amalgamation of the Adults and Children's Directorates into a single Social Services entity providing the opportunity for greater coherence in policy and practice and for more effective delivery. Our detailed planning in preparation for the Social Services & Wellbeing (Wales) Act 2014 has initiated a tangible cultural shift in our approach to the delivery of care and support. Finally, our strong strategic focus on service improvement has brought about the kind of results in terms of inspection outcomes that increase confidence about the prospects for even better performance in the future.

At the time of writing the new Social Services Directorate is in effect only seven months old and although much work needs to be done to unify services to children and adults around the new Social Services & Wellbeing (Wales) Act 2014, good early progress has been achieved in refocusing the Directorate senior management team around **3 Key Commitments and strategic aims:**

- **Home First** – we will maximise opportunities to support children and adults in their homes where it is safe to do so, avoiding unnecessary intervention or care.
- **What Matters to Me** – we will ensure that what is important to those who may need care and support is at the centre of our needs assessment approach and all individual plans. The voices of children, adults and their carers and families will be treated with respect and will drive everything that we do so long as this is consistent with the safety of those in need of care and support.
- **Affordable Futures** – we will ensure that our longer term strategies, commissioning and service design maximises the affordability of care and support provision so that we can continue to support the most vulnerable in the community in the context of a reducing budget base.

Meanwhile, work to create an effective Central Business Unit that brings together cross cutting functions and enables us to deliver on these commitments is underway and will be finalised in early 2016/17.



The implementation of the **Social Services & Wellbeing (Wales) Act 2014** with effect from 6th April 2016 means that for all Councils and their partners across Wales, 2016/17 will be a transitional year, and that the report for 2016/17 will be more closely aligned to the six areas that the new the National Outcomes Framework requires all Councils to focus on:

1. **Protection from abuse and neglect**
2. **Domestic, family and personal relationships**
3. **Physical and mental health and emotional wellbeing**
4. **Education, training and recreation**
5. **Securing rights and entitlements**
6. **Social and economic wellbeing**

Cardiff Social Services Key Outcomes

Meanwhile however, in light both of the new outcome based performance framework that will be implemented during 2016/17 as part of the Social Services & Wellbeing (Wales) Act 2014 and feedback in 2015 from the Council's Joint Scrutiny Committee, we have taken the opportunity to prepare this report on the basis of 6 key outcomes. Although not directly taken from the Act these are the 6 outcomes that have shaped much of the Directorate's work during 2015/16 and provide the basis for driving the 2016/17 Social Services Directorate Delivery Plan. This report is structured around, and focusses on, these outcomes. Additional information for each outcome is provided in the Appendices that start on page 38 of the report.

1. **Safeguarding** - Children and adults are protected from significant harm and are empowered to protect themselves
2. **Prevention & Independence** - Children, young people and adults are supported to live safely and independently within their families and communities with the lowest appropriate level of intervention
3. **Care & Support** - Adults and looked after children experience the best care and support to help them recognise their abilities, have aspirations and achieve what matters to them
4. **Transition** - Young people have the necessary skills and support to prepare them and their carers for a smooth transition to adult life and optimum independence
5. **Workforce** - Cardiff is the destination of choice for committed social work and social care professionals
6. **Resources** - Social Services are provided on the basis of the most efficient and effective use of resources



Although technical in nature the report also highlights key messages about how we are performing. A more accessible executive summary will be produced for publication and dissemination.

Headline Volumes in Context

Cardiff has a population of **354,294** (as at 2014) with **73,087** children and young people aged 0-17 and **281,207** adults aged 18 and over. Of these, **2,539** are in receipt of services from Children's Services and **7,771** are in receipt of services from Adult Services at any one time; many thousands cross our threshold during a given year. Thousands are helped to achieve better outcomes through the provision of short term support or who, as a result of a period of care, go on to live independent lives.

Young person quote:

"Thank you very much for being there for me when times go pear shaped."

Family interview feedback from Inspection:

"The father was very happy with the service he had received. He believed that he had been treated fairly and with respect he was kept well informed of decision making and planning for his son. The rehabilitation plan was well implemented which was clear from the young child's evident wellbeing."

Social worker quote re: foster carer:

"I can't fault the standard of care that T and S have provided F with during my time as her keyworker ... I would be happy to place another child in their care and look forward to working with them again in the future."

Children's Services social worker quote:

"It's been a really positive experience as a newly qualified social worker in Cardiff; I feel well supported and am staying here for the foreseeable future."

Professional quote (Solicitor):

"Please would you pass on my gratitude and praise to Senior Management for the quality of the social work undertaken by R. R also presented her evidence in a clear, concise and reasoned manner which was no doubt appreciated by the Court."

Adult Services user quote:

Age Connects - Healthy Active Partnerships (HAPS) Feedback
"I discovered I still had a voice."

Adult carer quote:

"Identifying the needs of my husband and, putting in place services that help improve both his and my quality of life."

Adult Services user quote from Inspection:

"Staff listened" and offered choice; "cannot praise them enough".



Children's Services received **30,747** contacts in 2015/16, of which **3,872** became referrals. **644** children were being looked after at 31st March 2016, and **341** were included on the Child Protection Register.

Adult Services received **7,898** enquiries and **460** Protection of Vulnerable Adult referrals during 2015/16. **8,285** adults were assessed or reviewed during the year and **7,771** were in receipt of services as at 31st March 2016, of which **1,074** were receiving residential and nursing care, **3,464** were living at home with social care packages and **3,233** were receiving other services including:

- People in referral, assessment or care planning stage who are yet to be in receipt of a package of care.
- Adults in receipt of a package of care commissioned by health and social services involvement including Continuing Health Care packages.
- Carers known to social services who receive support, carers' assessment and reviews.
- People open to the occupational therapy teams and hospital teams.
- Adults in receipt of input from a support worker where community activities have been set up and monitored.
- Cases pending closure on the client record system.

Views of Service Users

Children and young people were directly consulted on the content of a draft version of the report. Six regional and Cardiff wide organisations representing a cross section of Adult Services users were invited to complete a challenge survey.

Taken together, the overall responses from adults and children / young people to the consultation welcomed the opportunity to comment and the majority of respondents found the report accessible and informative with some recommendations for extending opportunities to consult more fully in future.

For further information please see [Appendix 7 Views of Service Users](#) on page 69.



CARDIFF SOCIAL SERVICES PERFORMANCE

In relation to **Children's Services**, during 2015/16 the focus continued to be on improving performance in relation to indicators that have the greatest significance for safe and effective practice concerning children. Those selected for this focus are based on guidance agreed between the Association of Directors of Social Services (ADSS), the Care & Social Services Inspectorate, Wales (CSSIW) and the Welsh Local Government Association (WLGA). The annual outturn demonstrated overall improvement against these PIs, with some exceptions, and the overall trend is positive.

Across the Directorate as a whole, performance against a number of national PIs that are designated as National Strategic Indicators (NSIs) and Performance Accountability Measures (PAMs) was encouraging. Of the 13 indicators that saw a decline in performance in 2014/15, 10 improved in 2015/16. Areas for improvement have been identified and include the following:

- **Rate of delayed transfers of care** - declined from 10.92 in 2014/15 to 11.18 in 2015/16 and did not meet target of 5.92. However, at the end of the year there was a 24% reduction in the number of Delayed Transfers of Care, when compared to the previous year. The Community Resource Teams moved to a 7 day working week to enable weekend discharges, and our Housing resettlement officers continued to support discharges from hospital.
- **Rate of older people (aged 65 or over) supported in the community** - declined from 44.06 in 2014/15 to 41.53 in 2015/16 and did not meet target of 47. We originally selected this performance measure to demonstrate supporting people in the Community. However, the Council's Policy now focusses on a preventative agenda, signposting service users to community based independent living solutions as opposed to traditional packages of care. We launched the First Point of Contact (FPOC) in October 2015, and 1,052 cases were resolved at FPOC where alternative outcomes for Independent Living were identified to allow people to remain within their own home.
- **Percentage of statutory visits to looked after children due in the year that took place in accordance with regulations** - declined from 88.9% in 2014/15 to 86.6% in 2015/16 and did not meet target of 92%. Regular monitoring reports for managers in the Looked After Children Service were introduced in January and the benefit of this is evident in the Quarter 4 result. It is anticipated that the ongoing provision of these reports will support continued improvement in 2016/17 as this area of work is receiving close scrutiny and monitoring by managers on a weekly basis.
- **Percentage of young people formerly looked after with whom the authority is in contact, who are known to be in suitable, non-emergency accommodation at the age of 19** - declined from 91.2% in 2014/15 to 85.7% in 2015/16 and did not meet target of 96%. 9 young people were not considered to be in suitable non-emergency accommodation at 19, 4 of whom were in custody. In all other instances where a young person is in accommodation that is deemed unsuitable, Personal Advisers work with them to offer accommodation options that resolve this situation. However, ultimately, the young people



make their own choices and often refuse options that are deemed to be more suitable. The new accommodation project (Young Person's Housing Gateway) that was initiated as part of the Organisational Development Programme in 2015/16 has improved accommodation offers for young people and we would expect this to impact more significantly for this group of young people during the forthcoming year.

- **Percentage of young people formerly looked after with whom the authority is in contact, who are known to be engaged in education, training or employment (EET) at the age of 19** - declined from 56.1% in 2014/15 to 52.4% in 2015/16 and did not meet target of 58%. The Looked After Children Trainee Scheme has gone from strength to strength. Over the year 31 young people have had experience of work through Cardiff Council as trainees compared with 5 in 2014/15. This year corporate apprenticeships were offered to 2 young people as a result of their work as trainees and a total of 15 staff across the Council have been trained as youth mentors. It is anticipated that the impact of this scheme for care leavers at 19 will become evident as the young people benefitting from the scheme reach the age of 19.

As a result of the Social Services & Wellbeing (Wales) Act 2014 the NSIs and PAMs have been replaced by a new set of quantitative measures that will be complemented by a set of qualitative measures. As in all Social Services Directorates across Wales, 2016/17 will be a benchmarking year for the Directorate and performance during 2016/17 will set a baseline for targeting in future years.

Whilst performance against a proportion of indicators was below target and behind performance across Wales and in the benchmarking group (Swansea, Newport, Caerphilly, Bridgend, Neath Port Talbot and Torfaen), it is encouraging to see that when compared to the 2014/15 outturn, 30 performance indicators (PIs) evidenced improvement in 2015/16. That said, it is not yet as good as it needs to be and the Social Services Directorate will need to build on this platform to ensure much stronger performance in 2016/17 and for the future.

We are convinced that many of these challenges, financial, performance or otherwise can be responded to more effectively by joining forces across Council Directorates and combining resources to support the vulnerable in new ways. There are many examples where we have initiated new projects or secured real progress already during the year, including joint strategies in relation to housing and accommodation, smarter approaches to new technology, modernising working practices, integrated public access points or 'gateways' and engaging partners more productively. Nevertheless, these will take time to make a direct impact and improve delivery for citizens and children. As our performance figures suggest below, there is encouraging progress but this needs to be accelerated and in some cases markedly so.



NATIONAL PERFORMANCE INDICATORS – ALL SOCIAL SERVICES				
Cardiff performance 2015/16 compared to local targets	19 on target	14 below target; above threshold for manager intervention	12 below threshold for manager intervention	9 not appropriate for target setting
Cardiff performance 2015/16 compared to 2014/15	30 improved	8 static	13 declined	3 not appropriate for comparison
Cardiff performance 2015/16 compared to Benchmark Group 2014/15	16 above	6 the same	28 below	4 not appropriate / available for benchmarking
Cardiff 2015/16 compared to Wales Average 2014/15	19 above	3 the same	28 below	4 not appropriate / available for benchmarking

SERVICES FOR ADULTS

NATIONAL PERFORMANCE INDICATORS – ADULT SERVICES				
Cardiff performance 2015/16 compared to local targets	2 on target	1 below target; above threshold for manager intervention	1 below threshold for manager intervention	3 not appropriate for targeting
Cardiff performance 2015/16 compared to 2014/15	4 improved	0 static	1 declined	2 not appropriate for comparison
Cardiff performance 2015/16 compared to Benchmark Group 2014/15	3 above	0 the same	2 below	2 not appropriate for benchmarking
Cardiff 2015/16 compared to Wales Average 2014/15	3 above	0 the same	2 below	2 not appropriate for benchmarking

KEY MESSAGE – Services for vulnerable adults remain a top priority for the Council, receiving strong support from the Cabinet and the Chief Executive. We are particularly committed to enhancing prevention to maximise the opportunities for people to live as independently and safely as possible.

During 2015/16 the main focus of Adult Services has been to help people to live independently, enabling vulnerable people to develop the skills they need to live on their own, supporting them with reasonable adaptations to their homes and providing services in a way that meets their needs and outcomes.



This focus included:

- Number of adults in receipt of Direct Payments increased from 550 as at 31st March 2015 to 615 as at 31st March 2016.
- Percentage of people helped back to independence without ongoing services, through short term intervention was 72.6% (488 / 672) exceeded the target of 65%.
- Number of carers (of adults) aged 18 or over known to social services who were offered an assessment or review of their needs increased from 64.4% (2,079 / 3,229) in 2014/15 to 76.8% (2,735 / 3,562) in 2015/16.
- Number of completed carers assessments increased from 596 in 2014/15 to 771 in 2015/16.
- Rate of older people whom the authority supports in care homes per 1,000 of population as at 31st March 2016 met the target of 18 – the result for 2015/16 was 17.6 (859 / 48,789).

SERVICES FOR CHILDREN

NATIONAL PERFORMANCE INDICATORS – CHILDREN’S SERVICES				
Cardiff performance 2015/16 compared to local targets	17 on target	13 below target; above threshold for manager intervention	11 below threshold for manager intervention	6 not appropriate for target setting
Cardiff performance 2015/16 compared to 2014/15	26 improved	8 static	12 declined	1 not appropriate for comparison
Cardiff performance 2015/16 compared to Benchmark Group 2014/15	13 above	6 the same	26 below	1 not appropriate / available for benchmarking
Cardiff 2015/16 compared to Wales Average 2014/15	16 above	3 the same	26 below	2 not appropriate / available for benchmarking

KEY MESSAGE – Children’s Services remains a top priority for the Council, receiving strong support from the Cabinet and the Chief Executive. During 2015/16 the service has focussed on progressing key areas of strategic development, particularly around prevention and integration whilst sustaining work to improve practice on the ground.

2015/16 was a year of significant activity within Children’s Services with the launch of the Early Help Strategy and development of a Child Sexual Exploitation Strategy and Corporate Parenting Strategy. In addition to this, progress has been made towards the implementation of a Multi Agency Safeguarding Hub (MASH) in 2016/17 and the groundwork has been made towards moving to a new model of service delivery in 2017/18. The overall picture is one of improvement, with improved performance reported against 26 national performance indicators.

Areas that were prioritised during the year include:

- Timeliness of initial assessments - increased to 77.3% (2,754 / 3,561) from 50.6% (2,044 / 4,042) in 2014/15.
- Timeliness of core assessments - increased to 76.6% (1,444 / 1,886) from 61.0% (1,392 / 2,281) in 2014/15.
- Timeliness of initial child protection reviews – increased to 94.4% (526 / 557) from 90.7% (486 / 536) in 2014/15.
- Timeliness of looked after children reviews – increased to 94.5% (1,676 / 1,774) from 88.3% (1,571 / 1,779) in 2014/15.

During the year there was a continued focus on recruitment and retention – the percentage of social worker vacancies reduced to 22.2% from 27.2% in 2014/15. The recruitment campaign is ongoing and agreement has been reached that when all vacancies have been filled, Children’s Services will continue to recruit to a “pool” of additional social workers. This will enable the service to maintain consistency of service provision and caseloads whilst managing healthy staff turnover without needing to rely on expensive agency social workers.

INSPECTION OUTCOMES

More significant was the whole service inspection by the Care and Social Services Inspectorate Wales (CSSIW) of **Children’s Services** that was undertaken during January 2016. Given the scale and depth of the challenges we faced in the previous two years, this inspection was to be a significant test of our improvement programme. The outcome of the inspection provided a strong and reassuring endorsement of our overall approach and direction. As the following summary of key messages indicates, the inspectorate’s judgement also reinforces the need to continue the journey and strengthen the focus in important areas.

Inspection Context - Summary of Findings



Providing Direction

- Strong corporate support for Children’s Services.
- Scrutiny arrangements had been strengthened.
- Partner agencies were well engaged strategically.
- Clear strategic direction articulated for Children’s Services.

Delivering Social Services

- Investment in workforce planning had resulted in improvement in the ability to recruit suitably qualified and experienced staff.
- Staff morale was generally positive.
- Performance management was well embedded; QA was inconsistent.

Shaping Services

- High demand for family support services & volume of contacts to CS was marked.
- Corporate & senior officers evidenced good strategic preparation for SS&W Act.

Access Arrangements

- Arrangements for managing contacts and referrals were well organised and mainly effective.

Assessment & Care Management

- Needs of the child were kept at the forefront of assessments but recording of children’s and families’ views was inconsistent.

Inspection Context - Summary of Key Recommendations

- Continue the strong political and corporate support for Children's Services.
- Fully implement the Workforce Strategy.
- Consider how to increase opportunities to engage staff in development and transformation of services; and for the voices of children and families to be included in service planning.
- Systematically implement the Quality Assurance Framework.
- Review arrangements to ensure services can meet the needs of children and young people, particularly for those being subjected to domestic violence.
- Develop a range of user-friendly information and make it easily accessible for families, children and young people.
- Work with partners to agree a shared understanding of the threshold for statutory services.
- Review arrangements for Children's Services staff to access information held on parents who are users of Adult Services.
- Improve quality of plans - to be more outcome-focused.
- Complete work to agree a model of risk assessment.
- Give more emphasis to recording views of children, young people and families.
- Review the use of written agreements.



Youth Offending a 3 Star Service

Within the same 3 month period Her Majesty's Inspectorate of Probation undertook a whole service inspection of our Youth Offending Service and judged it to be a 3 star service overall, including the following key messages and challenges:

- **Reducing re-offending** – good quality work.
- **Protecting the public** – good court work but more focus on assessing risk of harm to others.
- **Protecting children** – good assessments and joint work but Child and Adolescent Mental Health Services (CAMHS) too limited.
- **Ensuring sentence is served** – good support to children; good attention to diversity but bilingual support needs attention.
- **Governance** – good partnership services and practitioners but need to strengthen partnership governance.

“A good basis for the future” – Lead Inspector.

Domiciliary Care

Messages from CSSIW in relation to **Adult Domiciliary Care** were similarly encouraging and included the following headlines both in terms of both strengths and weaknesses:

In relation to commissioned care:

- Good provider relationships.
- High user satisfaction.
- Matrix delivering benefits in terms of efficiency and quality.
- Increasing demand and shrinking supply.
- Workforce recruitment and retention problematic.

In relation to the Council's In-House Service:

“People using the service receive reliable and improving service that will meet their needs”.

“Staff listened” and offered choice; “cannot praise them enough”.

- Care ‘not rushed’ – able to talk.



- Focused on outcomes and independence.
- Competent and confident staff.
- Clear leadership structure and good communication.

“More than Just Words” / “Mwy na Geiriau”



The introduction of the Welsh Language Standards has resulted in more corporate responsibility for ensuring provision of bilingual services both in social care and the council as a whole. The legislation behind the Welsh Language Standards has helped to reinforce the important requirements of Mwy na Geiriau. The new Follow-on Strategy for Mwy na Geiriau and its action plan for 2016-19 links each of its objectives to the relevant part of the Welsh Language Standards. This leaves the Social Services Directorate to focus on the importance of language need and the active offer in the field of social services, with an emphasis on supporting the staff to be able to meet the requirements of both the Mwy na Geiriau and the Welsh Language Standards.

Achievements over 2015/16

- ✓ Communication of corporate guidance on the Welsh Language Standards to all Social Services Staff and to managers with specific responsibilities.
- ✓ Delivered half day training sessions on Welsh Language Awareness with an emphasis on Mwy na Geiriau / More than Just Words to 45 managers from Adult and Children’s Services (totalling 85 Social Services managers over two years).
- ✓ Delivered presentations to independent care provider managers on the expectations of the Strategy and the Welsh Language Standards. Also, held sessions on the importance of Welsh Language need in social care, with undergraduates on the social work degree course at Cardiff University and Cardiff Metropolitan University.
- ✓ Welsh Language Skills assessments have been completed for staff in Adult Services and we are working towards full completion in Children’s Services.
- ✓ Worked with an independent Welsh tutor to put together a training programme of basic Welsh for care staff in domiciliary care.
- ✓ Work undertaken on electronic record system (CareFirst) to ensure that language preference can be recorded and progress made towards recording the Active Offer.
- ✓ Working with the commissioning team to ensure that the use of Welsh language is now included in the monitoring of care homes. Monitoring already exists for domiciliary care services through customer satisfaction surveys. We are currently looking at the legal implications of the independent sector compliance and the wider issues of commissioning for all care services.

The key priority for 2016/17 will be working towards the completion of awareness raising for all staff in Social Services.



FUTURE CHALLENGES

Top challenges facing Cardiff Social Services:

1	Implementation of the Social Services & Wellbeing (Wales) Act 2014.
2	Realisation of identified savings.
3	Progressing key areas of integrated development on a regional basis with the Vale of Glamorgan, the University Health Board and partners.
4	Implementing the Multi Agency Safeguarding Hub.

Top challenges facing Children's Services:

1	Implementing the Early Help Strategy.
2	Implementing and embedding a Quality Assurance Framework.
3	Achieving a shift in culture towards the preventative agenda.
4	Strategic commissioning agenda.
5	Managing and implementing change whilst maintaining workforce stability – including Social Services & Wellbeing (Wales) Act 2014, remodelling Children's Services, Multi Agency Safeguarding Hub, Agile Mobile Working.

Top challenges facing Adult Services:

1	Making integration with Health partners a reality in the delivery of services to vulnerable adults in the community.
2	Agreeing and implementing a coherent, systemic solution to Delayed Transfers of Care pressures.



SUMMARY OF ACHIEVEMENTS 2015/16

Much has been achieved by committed staff teams in all service areas at a time of increasing demand and pressure. These are some of the highlights:

- ✓ Launch of Early Help Strategy to ensure timely services are provided at the lowest possible level to meet need.
- ✓ Development of Corporate Parenting Strategy to ensure that the Council and partners collectively fulfil their responsibilities to all children and young people who are in their care by seeking exactly the same positive outcomes that every good parent would want for their own children.
- ✓ Creation of strategic roles in relation to Child Sexual Exploitation and Change Management providing focussed resource to support the implementation of change in key areas.
- ✓ Commitment and stronger / more transparent approach to integration – Multi Agency Safeguarding Hub, children with disabilities – to improve services to children and families.
- ✓ Improved achievement of permanency for children (timeliness of finalising cases in proceedings) in order to improve stability and provide children with a sense of security, continuity, commitment, identity and belonging.
- ✓ Work towards mobilisation of social work services to enable social workers to access information and systems regardless of time or location. Mobilisation reduces the limitations of office based working and the requirement to return to the office, thereby improving the way services are delivered and reducing the time taken to put services in place. This ultimately improves the customer's journey and experience.
- ✓ Corporate support for Foster Carer Recruitment Strategy to increase the pool of in house foster carers in Cardiff. The intended impact is to enable more looked after children to be placed in Cardiff and reduce reliance on expensive out of area agency placements.
- ✓ Achievement of Looked After Children Traineeship Scheme offering work placement opportunities to looked after children and care leavers.
- ✓ A very positive whole service inspection outcome for Children's Services providing a strong platform for taking the service to the next level.
- ✓ Two positive inspections of Domiciliary Care – commissioned and in house.
- ✓ Improvements in the percentage of known carers aged 18 and above who were offered an assessment of need in their own right, providing support to carers in their task.
- ✓ Increase in the number of people supported to live independently in their own home enabling potentially vulnerable people to develop the skills they need to live on their own, supporting them with reasonable adaptation to their homes and providing more preventative services before their needs become critical.
- ✓ Reconfiguration of Assessment, Case Management and Review teams to maximise capacity to ensure staffing is at an appropriate level for each team and that demand can be met.



- ✓ Community Work Project established by the Assessment and Reintegration in the Community Service to help service users maintain and build on their independence, by collaborating with local people who can connect them to existing opportunities.
- ✓ New build scheme started in 2015/16 as an extension of the existing Dol Y Hafren accommodation and care scheme to create additional units of housing. Once completed care and support will be offered from the on site care team 24 hours a day, 7 days a week.
- ✓ Currently providing a Mental Health Floating Support service to 8 individuals to enable people to live independently while being supported toward recovery.
- ✓ 8 people have been returned via the 'Closer to Home Project' enabling them to remain in their own homes and communities.
- ✓ The successful retendering of the external Supported Living Service contract and the smooth transition of 294 Learning Disability service users transferring onto the new supported living contract was completed in August 2015. The new contract award has met identified needs and delivered high quality provision at a lower overall cost.
- ✓ The Substance Misuse team has worked closely with Health to develop and establish an integrated approach for people with Alcohol Related Brain Damage (ARBD).
- ✓ Contributed to, implemented and delivered the ongoing Regional Collaboration Fund and Intermediate Care Fund Projects with Health and the Vale of Glamorgan including Single Point of Access, Preventative Interventions, Accommodation Solutions and Discharge to Assess.
- ✓ Delayed Transfer of Care (DToC) Improvement Group established with key partners to improve patient flow. A 56% reduction in the number of delayed transfers between January 2015 and January 2016.
- ✓ Community Resource Teams moved to 7 day working in November 2015 to provide a weekend discharge service.
- ✓ Strategy for Older People's Day Opportunities completed and agreed by Council in February 2016 developed in partnership with Housing colleagues. The Strategy aims to prevent social isolation by enabling older people to achieve their chosen outcomes by providing information, assistance and in some cases supporting the most vulnerable through high quality specialist day services.
- ✓ Commissioning of a pilot project managed by Age Connects (Healthy Active Partnerships) to deliver a volunteer-based model of service to address the issue of social isolation and to support older people to be more engaged within their communities.
- ✓ Adult Social Care Commissioning Opportunities Board established with the regular monitoring of status reports allowing robust and ongoing scrutiny of commissioning savings.

OUTCOME 1 – SAFEGUARDING

Children and adults are protected from significant harm and are empowered to protect themselves

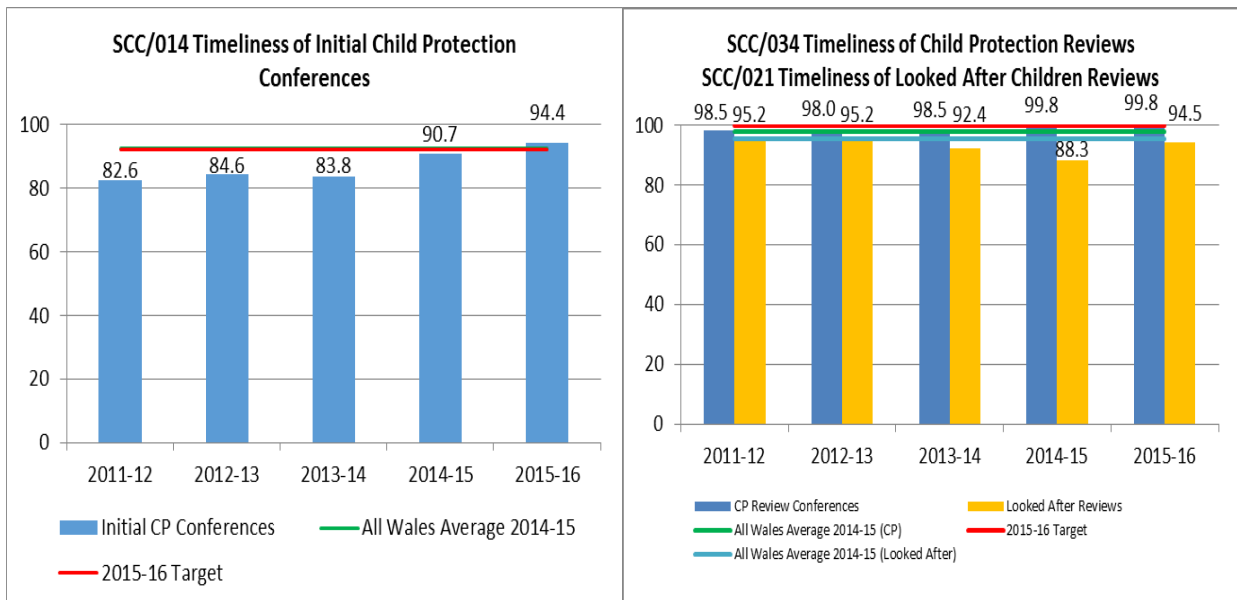
Outcomes achieved:

- ✓ Children in need of protection receive a timely and effective service to keep them safe
- ✓ Early recognition and intervention in response to Child Sexual Exploitation
- ✓ Adults receive improved quality nursing and domiciliary care

Despite challenges around senior management stability during the year, staff across the three disciplines (Children’s Services, Adult Services and Education) remained consistently committed to improving outcomes for children and adults. This is reflected in the improvement in timeliness of initial child protection conferences and looked after children reviews.

How much and how well did we do?

- Number of initial child protection conferences due = 557
- Number of child protection reviews due = 1,019
- Number of looked after children reviews due = 1,774



The recent Care & Social Services Inspectorate, Wales (CSSIW) inspection report regarding Childrens Services reported that children in need of protection receive a timely and effective service to keep them safe.



Child Sexual Exploitation (CSE)

The number of CSE referrals accepted and considered at CSE strategy meetings has increased from 4 in October 2015 to 10 in March 2016 as a result of training for frontline staff. The low numbers are not a reliable basis for fully understanding the picture, but the increase suggests that staff are recognising CSE and promoting early intervention more effectively.

Escalating Concerns Procedures

Appropriate application of Adult Services escalating concerns procedures during 2015/16 supported improvement in the quality of care in nursing and domiciliary care. One (domiciliary) provider successfully implemented an action plan to improve quality and was taken off the escalating concerns process. No providers had their registration removed, and seven were ongoing at 31st March 2016. A consequence of placing providers on escalating concerns is that capacity in the market is reduced for the duration of the process.

For further information on Safeguarding, please refer to Appendix 1 – Safeguarding Detail.

Priority Improvement Actions for 2016/17

- Implement the Cardiff Child Sexual Exploitation (CSE) Strategy in collaboration with partners by March 2017 to do everything possible to prevent CSE, protect and support those affected by CSE and tackle perpetrators.
- Improve the system for protecting children from significant harm by implementing new Multi Agency Safeguarding Hub (MASH) arrangements for managing referrals by June 2016.
- Implement and embed the Early Help Strategy during the 2016/17 financial year working with schools and other agencies to ensure that:
 - Referrals are directed to the appropriate agency
 - Children are supported at the earliest opportunity
 - The number of looked after children and the overall rate of looked after admissions begins to reduce.
- Work to make Cardiff a recognised Dementia Friendly City by March 2018 to support those affected by dementia, enabling them to contribute to, and participate in, mainstream society.
- Implement the new requirements of the Social Services & Wellbeing (Wales) Act 2014 with regard to Adult Safeguarding by:
 - Implementing new Adult Protection and Support Order(s) and
 - Establishing a new Safeguarding Adults Board.



OUTCOME 2 – PREVENTION & INDEPENDENCE

Children, young people and adults are supported to live safely within their families and communities, with the lowest appropriate level of intervention

Outcomes achieved:

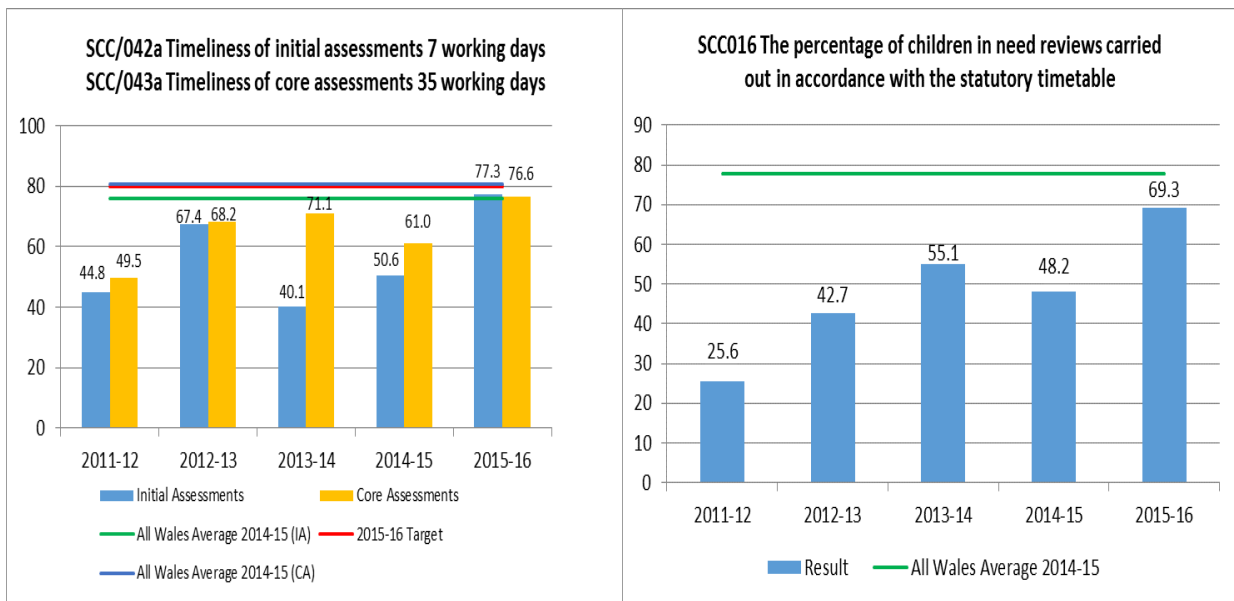
- ✓ Children receive more effective interventions which prevent delay and lead to better outcomes for children
- ✓ Early Help Strategy developed with partners and launched to ensure timely services are provided at the lowest possible level and at the right time for families wherever they live in Cardiff
 - Rapid Response pilot prevented 21 children from becoming looked after in September 2015 with estimated savings of up to £78k.
- ✓ 1,052 people receiving support at the appropriate level by being diverted from Social Services intervention
- ✓ 76% of people helped back to independence without ongoing care services, through short term intervention
- ✓ People using the Council's in house domiciliary care service receive a reliable and improving service that will meet their needs
- ✓ 65 more people experiencing greater control over their lives and the opportunity to make their own decisions about how their care is delivered via Direct Payments
- ✓ 56% reduction in number of delayed transfers of care between January 2015 and January 2016
- ✓ Carers needs are better understood by the service and by the carers themselves, enabling the needs to be met more effectively
- ✓ People with dementia receive better support

Children and Young People

As a result of focussed attention from staff and managers there was significant improvement in relation to key performance indicators in this area over the course of the year. The improved timeliness of initial assessments, core assessments and child in need reviews will allow for more effective intervention which will prevent delay and lead to better outcomes for children.

How much and how well did we do?

- Number of initial assessments = 3,561
- Number of core assessments = 1,886
- Number of child in need reviews = 3,220



Early Help Strategy

The Early Help Strategy was developed with partners and launched in October 2015 to ensure timely services are provided at the lowest possible level and at the right time for families wherever they live in Cardiff. This was the culmination of the work of the multi-agency Early Intervention & Prevention Steering Group.

The focus of the Strategy is on identifying and working with children in need of support before they become eligible for statutory interventions. For children already within Social Services remit the aim is to prevent them becoming looked after or to return them home in a timely way.

The Joint Assessment Family Framework (JAFF) is a vehicle to help agencies to assess need and respond in a timely way. The JAFF is currently being piloted with a number of schools and voluntary agencies. Lessons learned from pilot will shape future JAFF and Family Plan.

Significant work has been undertaken within the context of the Early Help Strategy to design and develop an Adolescent Resource Centre. This project aims to design a scheme that targets 11-16 year olds who are on the brink of becoming looked after. The approach will offer parenting support as well as behaviour support to young people using evidenced-based interventions. There will be a focus on prevention or reduction of offending behaviour, achieving better education outcomes and promoting positive leisure opportunities such as the Duke of Edinburgh Award. The scheme will offer an intensive phase that prevents the young person becoming looked after and a longer-term maintenance phase that will support the young person and their parents or carers to sustain the positive changes they have made. Premises have been secured, post creation commenced and a model for psychology input has been agreed with Health.

A "Rapid Response" project was piloted during the year which focused on intervening early to prevent children becoming accommodated. This project prevented 21 children from becoming



looked after in September 2015 with estimated savings of up to £78k. As a result, the pilot has been extended into 2016.

Through our relationship with Disability Team Around the Family (DTAF) we are taking an early intervention approach to supporting our disabled children through the Early Help Strategy. This is to ensure that disabled children receive support at the right time to prevent them from needing Social Services intervention.

Adults

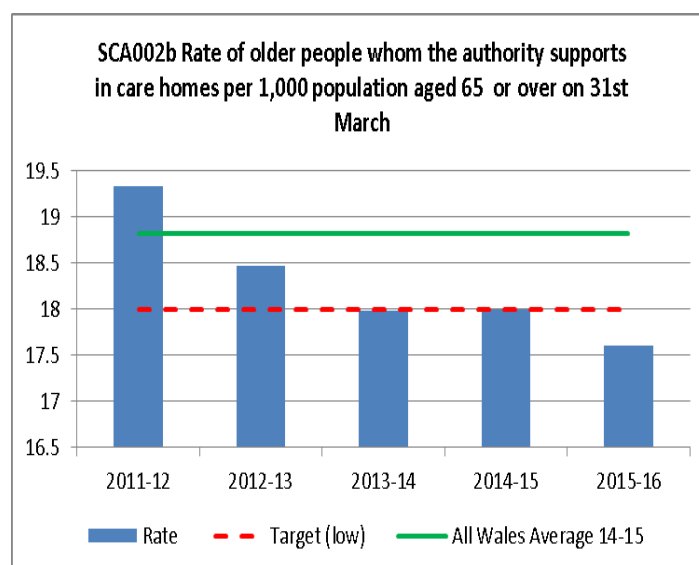
Increasing the number of people who are able to remain at home

First Point of Contact was launched on 1st October 2015 to respond to enquiries in the Independent Living Services, Health and Social Care. First Point of Contact works within the Social Services & Wellbeing (Wales) Act 2014 as a telephony triage service that is the first stage in finding alternative solutions via outcome focussed conversations. The service resolved 1,052 cases including low level issues through the provision of signposting, information and advice, as well as more complex cases that are referred to Independent Living Officers who are able to provide holistic assessments, thereby diverting these people from Social Services interventions.

During 2015/16 the number of people supported to live independently in their own home in receipt of community based services was 7,630. A new Gateway for the Independent Living Service was established employing a holistic approach and enabling service users to remain independent and in their own homes.

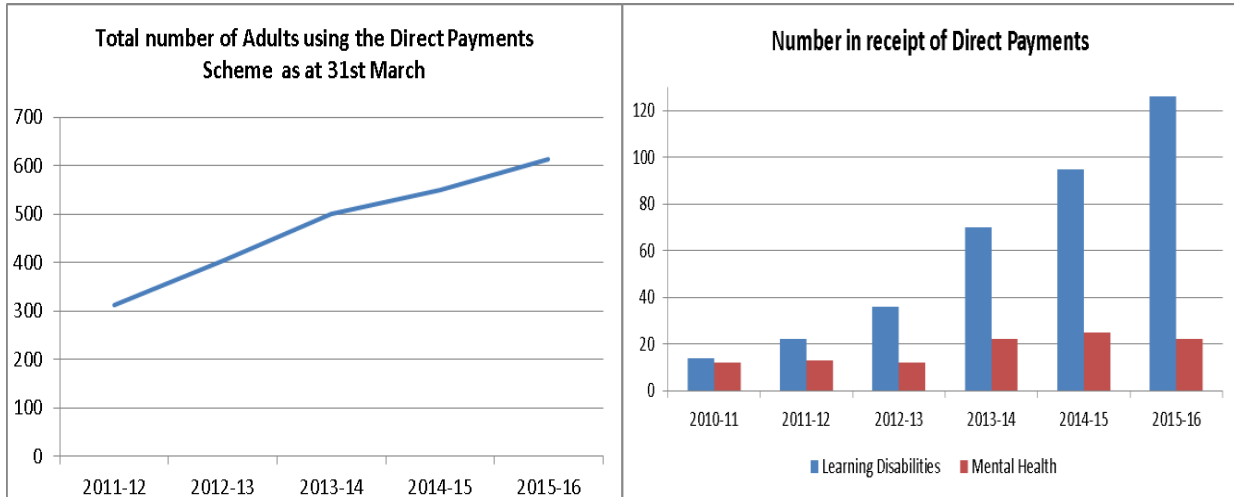
The recent Care & Social Services Inspectorate, Wales (CSSIW) report regarding domiciliary care reported that people using the Council's in house domiciliary care service receive a reliable and improving service that will meet their needs.

76.2% of people who received reablement did not require a social care package.



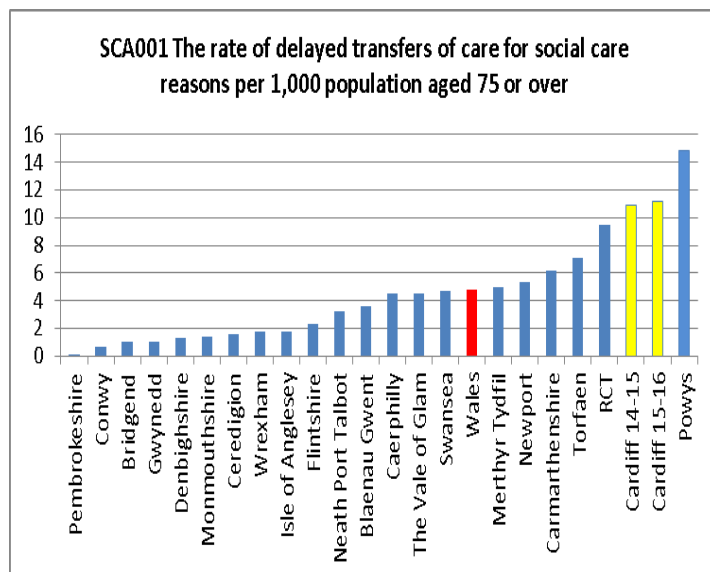
Increase the uptake of Direct Payments

Overall take up of Direct Payments by adults has improved over the year increasing by 11.8% to 615 as at 31st March 2016. This is a 23% increase in take up over the last 3 years (from 501 in 2013/14). During 2015/16, 197 people started Direct Payments and 83 ceased (of which, the main reasons were deceased and admission to care homes).



Work with our health partners to reduce Delayed Transfer of Care

The total number of Delayed Transfers of Care (DToc) for 2015/16 was 263 compared to 254 for the same period in 2014/15. DToc remains a national issue as the low capacity within the domiciliary care market remains a challenge for many Local Authorities across Wales. This problem has been further compounded during 2015/16 where the authority (following statutory guidance) has had concerns / issues relating to the operation of a care agency or home and as a result provision has been suspended, further reducing supply in the market. The Directorate will continue to hold workshops with providers and market place events to stimulate interest and capacity in the market.





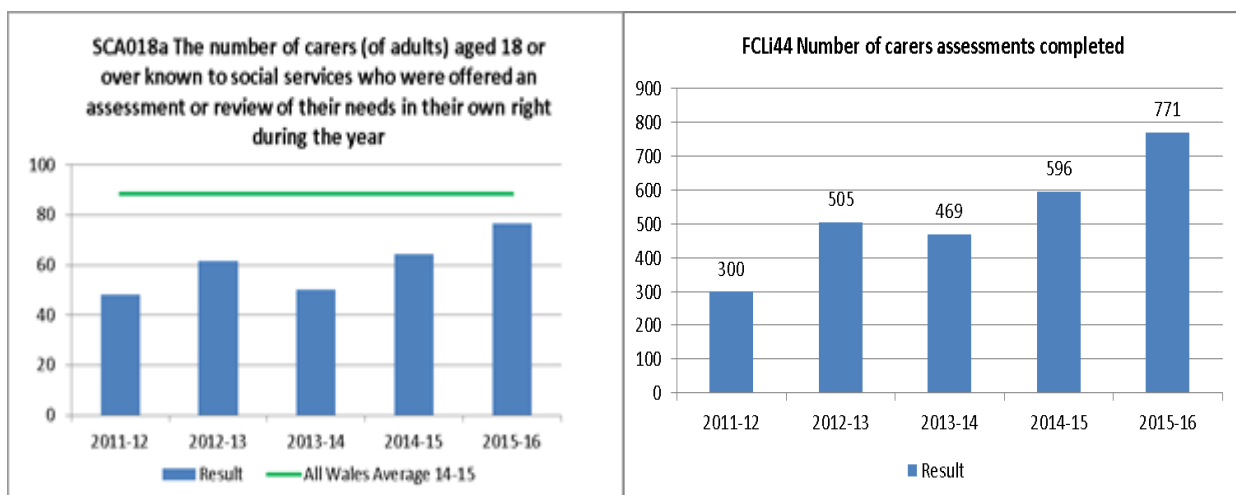
During 2015/16 the existing partnership with the University Health Board matured allowing a whole systems approach to be adopted through the establishment of the Delayed Transfers of Care (DToC) Improvement Group and implementation of the 'Home First' action plan to improve patient flow and increase domiciliary choices following discharge from hospital. There has been regular close monitoring of the plan throughout 2015/16 and a further DToC summit meeting took place in January 2016. Additional home care managers and workers were procured through the Primary Care Fund to increase capacity and facilitate a smoother and quicker discharge home in the Community Resource Teams. As a result the Community Resource Teams moved to 7 day working in November 2015 to provide a weekend discharge service.

During 2015/16 Adult Services worked with Commissioning and Procurement and Business Wales to meeting with a number of domiciliary care providers face to face to explore opportunities to improve capacity in the market. Findings from these meetings were discussed at a workshop held at the end of 2015, and a further workshop is scheduled for early in 2016/17. However, significant capacity issues remained throughout 2015/16 and culminated in the inability of a major private sector domiciliary provider to maintain the delivery of care to a large number of service users during December 2015.

In February 2016, the Brokerage team received an increased number of requests to source providers for domiciliary care packages, from 108 in January 2016 to 122 in February 2016, an overall a rise of 13%. This increase included requests for care packages to enable discharge from hospital and requests for care packages to free-up capacity within the community reablement teams. This increase in demand continued into March 2016 with 120 requests being received.

Adult Carers

Carers remain a priority for Adult Services and whilst we have not achieved our target we continue to implement positive changes in this area. There was a significant improvement at the end of Quarter 4. Towards the end of Quarter 4 the two Carers Assessment Workers and social work teams targeted carers assessments. The total number of completed carer assessments show a marked increase of 28% compared to 2014/15. The % of known carers who have had an assessment offer has increased to 76.8% at end of Quarter 4 2015/16 compared to 64.4% in 2014/15; year on year, the number of carers offered an assessment has increased by 30%.





Implement the dementia reablement training programme

54 home care staff (internal and external) have been trained since the end of September 2015. Occupational Therapists and Occupational Therapy Assistants had completed the training at the end of 2015/16. The programme will be rolled out into the 2016/17 financial year.

For further information on Prevention & Independence, please refer to Appendix 2 – Prevention & Independence Detail.

Priority Improvement Actions for 2016/17

- Implement and embed the Information, Advice and Assistance function with partner agencies by March 2017 to enable people to identify their own needs and achieve their own outcomes.
- Progress the remodelling of services for disabled children, young people and young adults aged 0-25 across Cardiff and the Vale of Glamorgan by December 2018 to improve effectiveness and efficiency of services and outcomes for young people and their families.
- Plan and implement a new model for the delivery of children's social services and social work intervention by March 2017 to improve the effectiveness and efficiency of services by implementing an agreed, accredited and evidence based practice methodology based on:
 - Signs of Safety
 - Restorative Practice.
- Reduce the rate of re-offending during the 2016/17 financial year by improving the effectiveness of Youth Offending Service (YOS) prevention and intervention work alongside an enhanced commitment from partner agencies.
- Develop a multi-agency disciplinary service by September 2016 to prevent teenagers becoming looked after.
- Continue to increase the uptake of direct payments as an alternative to direct provision of care for Cardiff adult residents with care and support needs in line with the Social Services & Wellbeing (Wales) Act 2014 by March 2017 to enable people to make their own choices and take control over the care services they receive.
- Work with our health partners to reduce the total number of Cardiff residents who experience a delayed transfer of care from hospital by March 2017 to allow a more timely discharge to a more appropriate care setting.
- Offer a Carers Assessment to all eligible adult carers who are caring for adults during the 2016/17 financial year to ensure that they receive the help and support they need, in the ways they need it.



- Agree with the University Health Board a feasible model for the integrated management and delivery of health and social care services in adult social care during the 2016/17 financial year to enable service users to receive the right care, at the right time, in the right place through joint working and improved efficiencies.
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OUTCOME 3 – CARE & SUPPORT

Adults and looked after children experience the best care and support to help them recognise their abilities, have aspirations and achieve what matters to them

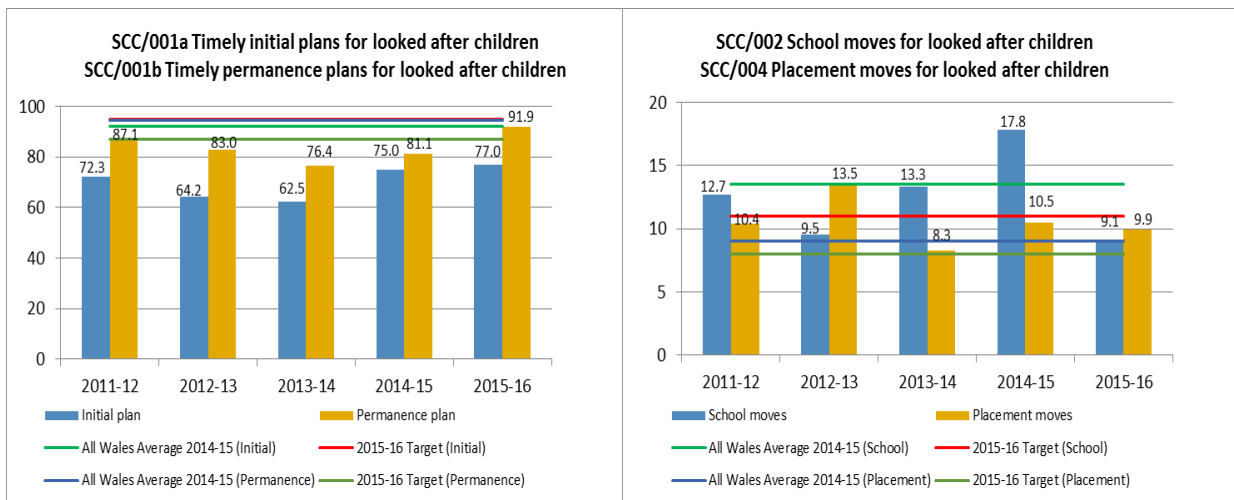
Outcomes achieved:

- ✓ 7 children returned to Cardiff from high cost out of area placements, returning children closer to their families and schools and achieving an estimated saving of £316,000
- ✓ Increased likelihood of rehabilitation home for children as a result of improved timeliness of planning
- ✓ Voice and aspirations of children and young people more consistently captured
- ✓ Improved responses for looked after children with Special Educational Needs
- ✓ Reduced anxiety for young people who find themselves homeless
- ✓ Increase in the number of people able to live in their own community as independently as possible by learning or re-learning the skills necessary
- ✓ Improved quality of life for vulnerable young adults
- ✓ 8 vulnerable young adults returned to Cardiff closer to their families and communities

Children and Young People

During the year one of our focal points has been on identifying, supporting and maintaining the best possible placements - 7 of children have been successfully returned from high cost out of area placements at an estimated saving of £316,000.

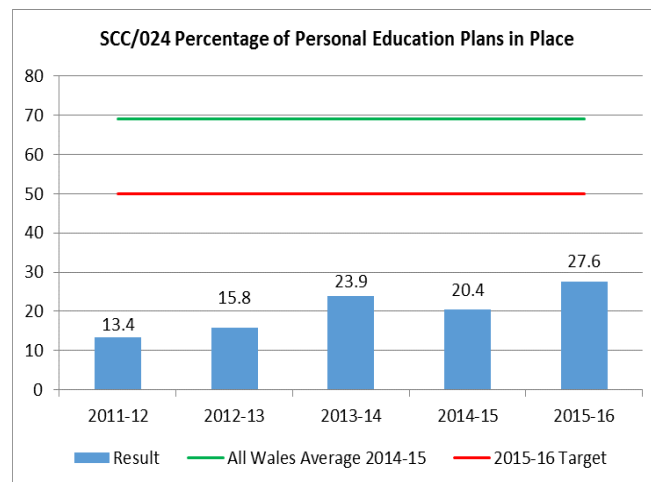
All staff have undertaken training in Best Practice regarding recording and care and pathway planning – as well as developing those documents to reflect best practice. As a result, plans for looked after children better reflect their voice and capture their aspirations.





Partnership Working with Education

Children’s Services work closely with Education to improve education outcomes for looked after children and care leavers. During the year a new Personal Education Plan (PEP) process was launched to improve performance re: timely completion and quality of PEPs. A thematic Estyn inspection looked at the education of looked after children. The Inspector commented on the PEP documents and the Looked After Children Traineeship Scheme as two areas of good practice – both will be highlighted in the report as case study information. The PEP documents were designed in consultation with young people and are “child-friendly documents that better support children and young people to engage in the process of developing their PEP and ensure their voice is heard. Following concerns raised in Quarter 2, and the introduction of information for managers to enable proactive monitoring of PEPs, there was a small improvement in performance regarding timely completion of PEPs in 2015/16 (27.6% from 20.4% in 2014/15). It is acknowledged that further improvement is required and information to enable proactive monitoring of PEPs is now being provided to enable Operational and Team Managers to prioritise improvement. Operational Managers for relevant services are continuing to re-enforce the need to ensure that staff give high priority to completing the PEP when children become looked after.



Joint workshops regarding Special Educational Needs were held during the year and have enabled social workers to expedite work on education plans in a much more timely way as they better understand the process and know who to contact for advice and action – in turn this improves the situation for looked after children and young people as we can resolve matters more effectively and more quickly.

Youth Gateway Accommodation Scheme

In recognition of the need to ensure that young people aged 16 and above who find themselves homeless are supported appropriately, in partnership with Communities and Housing Directorate, we have developed a single gateway for young people aged 16 or above to access direct housing, advice and support. The service has a number of tiers which are designed to meet varying levels of needs. The Gateway has been a very positive development for young people needing to access accommodation and for the staff supporting them to do so. The service is very accessible, reduces anxiety for young people and reduces homelessness.



Increasing the number of people who are able to remain at home

A Community work project was established by the Assessment and Reintegration in the Community service during 2015/16. This service is provided through Physical Disability Day Services and is designed on an ethos of supporting and encouraging people to maintain or build their independence. The essential aim for staff facilitating community groups has been to enable people in the group to make informed choices and lead the decision making. The service has worked effectively and collaboratively with local people to connect them to existing opportunities, encouraging them to make connections with third sector organisations working in Cardiff and particularly within their area in order to help them live in their own community as independently as possible by learning or re-learning the skills necessary to achieve this. The Community work project also researches what is available in and around Cardiff and directly affects the opportunities promoted to people going through the Assessment and Reintegration in the Community process. 43 people have benefitted from the Assessment and Reintegration in the Community service during 2015/16, with 25 directly benefiting from the project work. The majority of these people required no further input from social services after our intervention. The service was expanded during 2015/16 to include Older People.

Expand the range of supported accommodation options for vulnerable young adults

Adult Services has developed a Floating Support service for adults with mental health illness living in their own homes, to enable people to live independently while being supported toward recovery. The service offers people more choice, control and independence in their lives in the community. It improves quality of life, minimises social problems, provides opportunity to maximise independence and increases involvement in decision making. We currently support 6 individuals and continue to maintain regular contact and attend review meetings with our commissioners to discuss the development of the project and ways in which we can promote it further. We have completed an evaluation with service users and case managers for constructive feedback.

Floating Support

The successful retendering of the external Supported Living Service contract and the smooth transition of 294 Learning Disability service users transferring onto the new supported living contract was completed on the on 1st August 2015. As at 31st March 2016, 8 people have been returned to Cardiff via the Closer to Home Project. We also anticipate a further 5 returning during the beginning of the new financial year.

For further information on Care & Support, please refer to Appendix 3 – Care & Support Detail.



Priority Improvement Actions 2016/17

- Embed the Corporate Parenting Strategy in collaboration with partners by March 2017 to ensure that the Council and partners collectively fulfil their responsibilities to all children and young people who are in their care by seeking exactly the same positive outcomes that every good parent would want for their own children.
 - Develop a joint working protocol between the Health Service and Children's Services by March 2017 that meets the health needs of looked after children.
 - Deliver improvements to Day Care services across all Adult Services client groups by March 2017 to maximise independence.
 - Review Advocacy provision, working with the Vale to ensure a consistent approach across all service areas by March 2017.
 - Improve the quality of residential care to support improved care for people in residential homes by March 2017.
-



OUTCOME 4 – TRANSITION

Young people have the necessary skills and support to prepare them and their carers for a smooth transition to adult life and optimum independence

Outcomes achieved:

- ✓ Young people supported to develop skills within their own community, to become independent without the need for additional statutory support services
- ✓ Young people received the right level of services based on initial presenting needs
- ✓ Improved experience for disabled young people and their families going through transition
- ✓ Enhanced experience of disabled young adults going into college locally
- ✓ Improved support and planning for care leavers enabling a smoother transition to adulthood
- ✓ Increase in opportunities for young people as a result of the Looked After Children Traineeship Scheme

Working with our third sector providers Children's Services have identified this year a number of young people who can be supported through non-statutory services to develop their skills and independence through access to services within the community. This has enabled some young people to develop skills within their own community and support them to become independent without the need for additional statutory support services. These young people have transitioned successfully between services.

Step down Cases – Transition to the Disability Team Around the Family (DTAF)

During the year, 47 disabled children and young people were assessed by Children's Services as having needs which could be met outside of the services of the local authority. Of these 47 referrals, 31 young people with additional needs were initially referred into Children's Services but were redirected to receive services from the DTAF. The links between these services allow for young people to receive the most appropriate level of assessment and support based on their initial presenting needs and allows a smoother transition between services when needs change through the use of the Joint Assessment Family Framework approach.

The experience of families with disabled young people going through the transition of leaving Children's Services and moving into Adult Services has clearly improved over the last year. With allocated permanent staff to lead on transition within both the Children's and Adult Services teams this has enabled better communication and timely discussions to prompt planning at an earlier stage.

Pathway Planning for Disabled Children

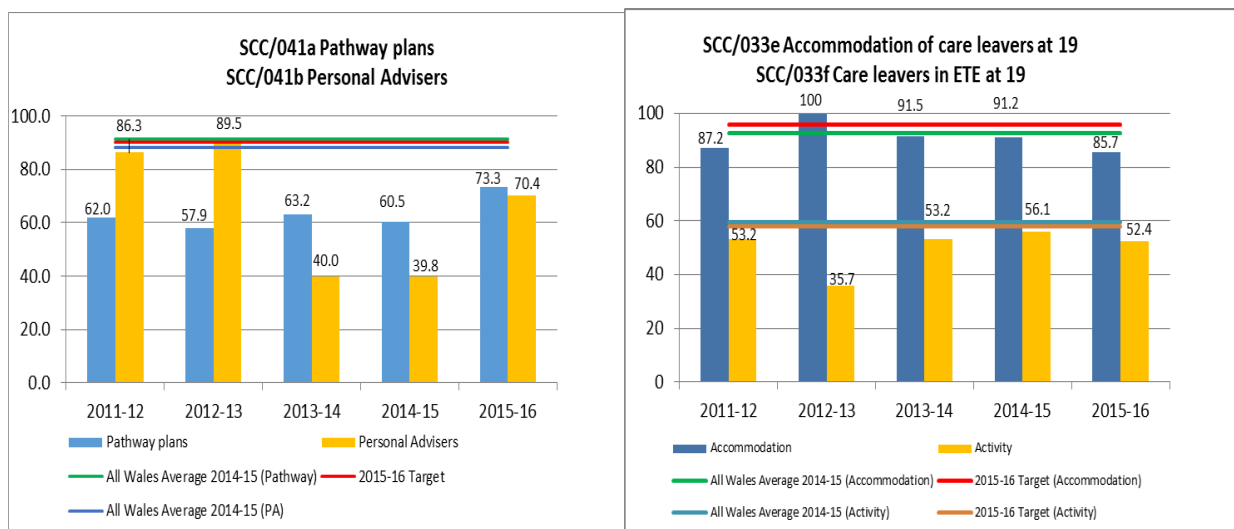
Over the coming year we will embed a process that underpins holistic transition for young disabled people, which will be supported by relevant practitioners from Health, Social Services and Education and spans across both Children’s and Adult Services. This will ensure that relevant information will be shared in a timely way and at the earliest opportunity, enhancing the experiences of families, young people and young adults. To achieve this Cardiff Social Services will work together in partnership with all agencies and regionally with colleagues within the Vale of Glamorgan.

Social Services have worked closely with Careers Wales and Cardiff & Vale College to enhance the experience of disabled young adults going into college locally. This has helped to reduce the need for disabled young adults to access a residential provision out of area away from their homes and families and improved the access and range of provision from the local colleges. This year 7 disabled young adults were able to access a local college placement successfully.

Pathway Planning for Care Leavers

Pathway Planning documents for care leavers were reviewed during the year and as a result are more user friendly for social workers and more reader friendly for young people. This, in turn, has enabled social workers to undertake and record more robust analysis of the needs of young people. Further developments will be undertaken in 2016/17 in response to the requirements of the Social Services & Wellbeing (Wales) Act 2014.

In relation to the Looked After Children Traineeship Scheme - 38 Trainee opportunities were secured within the Council and 19 young people were successful at interview.



For further information on Transition, please refer to Appendix 4 – Transition Detail.



Priority Improvement Actions 2016/17

- Improve the effectiveness of transitional support for disabled and vulnerable children approaching adulthood by implementing a regional Transition Protocol across Cardiff and the Vale of Glamorgan by March 2017 to ensure a smooth transition to adulthood.
 - Implement and embed the When I Am Ready Scheme to support young people in transition from fostering to independence by March 2017.
-



OUTCOME 5 – WORKFORCE

Cardiff is the destination of choice for committed social work and social care professionals

Outcomes achieved:

- ✓ Strengthened collaborative working and maximisation of available resources
- ✓ Reduction in the percentage of social worker vacancies in Children's Services
- ✓ Improved quality of service provision in Children's Services by reducing caseload averages

The formation of the regional Social Care Development Partnership has enabled both partner authorities to strengthen collaborative working and maximise available resources.

During the year there has been a reduction in the percentage of social worker vacancies in Children's Services from 27.2% in 2014/15 to 22.2% in 2015/16, following a programme of successful recruitment. This was despite an increase in the turnover of social workers in Children's Services from 14.8% in 2014/15 to 19.6% in 2015/16.

Caseload Averages in Children's Services

The reduction in caseload averages in 2014/15 has continued in 2015/16 with overall averages reducing to 17.9 on 31st March 2016 compared with 19.7 at 31st March 2015. Despite the increase in demand and the increase in the complexity of work in the case management teams, caseloads remain relatively stable with some peaks being experienced. These have been mitigated by manager support and senior management oversight on particularly complex cases. Fluctuations in vacancies across the service have contributed towards some caseloads being higher than others, but overall indications are that stability in the workforce is becoming evident in some areas – this in turn is contributing to the service's ability to maintain caseload averages at a reasonable level.

For further information on Workforce, please refer to Appendix 5 – Workforce Detail.

Priority Improvement Actions for 2016/17

- Complete roll out of the second phase of a specialist training programme to support local implementation of the Social Services & Wellbeing (Wales) Act 2014 by March 2017 to support staff to be compliant with new legislation.
- Embed the Regional Workforce Development Partnership and agree a sector-wide Workforce Strategy 2017-2020 to meet statutory requirements by March 2017.



- Develop a Social Services Workforce Strategy by March 2017 to improve workforce planning, recruitment, retention and staff learning and development.
 - Put processes in place by March 2017 to support the health and wellbeing of the Social Services workforce.
 - Increase Directorate capacity to deliver bilingual services during the 2016/17 financial year.
 - Improve the recruitment and retention of children's social workers, ensuring the Council achieves and maintains a vacancy rate below 18% by March 2017 to raise standards and drive the quality and competency levels of staff through effective workforce development in order to enable those with care and support needs to achieve what matters to them.
 - Undertake a campaign in 2016 with Private Sector Domiciliary Agencies to attract more employees into the social care sector to increase capacity and improve quality.
-



OUTCOME 6 – RESOURCES

Social Services are provided on the basis of the most efficient and effective use of resources

Outcomes achieved:

- ✓ Improved efficiency of staff resources resulting from reduced travel time
- ✓ £6.208m savings achieved across the Directorate during the year

Mobilisation of Social Workers

The Agile / Mobile Working project aims to undertake a review of staff working methods and to support staff to operate in a more agile / flexible manner through the introduction of mobile devices. Significant progress has been made during the year and staff have been issued with mobile devices. The new technology has enabled social workers to be more flexible in their approach and allows them to spend more time with children and families by reducing the amount of time spent travelling. There are early indications of improved morale and a positive impact on performance.

In 2015/16 savings of £6.208m were achieved across Adult and Children's Services, though £1.451m related to unachieved savings carried forward from 2014/15.

In 2015/16 Social Services received £7.2m in realignments and additional growth for demographic pressures. They also received £1.74m in relation to specific identified pressures.

For further information on Resources, please refer to Appendix 6 – Resources Detail.

Priority Improvement Actions for 2016/17

- Achieve 2016/17 savings proposals and develop the medium term financial plan by March 2017 to identify 2017/18 savings proposals.
- Implement the Agile / Mobile Working Strategy across Social Services by March 2017 to effectively mobilise the Social Services workforce.
- Develop and implement a strategic approach to commissioning for the Directorate by March 2017 to achieve value for money and better outcomes for people.
- Optimise opportunities for working collaboratively across the region and more widely where there is potential to deliver more effective services during the 2016/17 financial year.



- Develop a Quality Assurance Framework for Social Services to bring together the quality assurance and learning elements of key activities in the Directorate by March 2017.
 - Develop and implement an integrated Social Services Business Unit by March 2017.
 - Benchmark service performance with core cities, or relevant benchmark organisations, by March 2017 in order to drive better outcomes for citizens, businesses and visitors.
 - Establish Improvement Board and deliver the improvement plan for Adult Services by March 2017.
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APPENDICES

APPENDIX 1 – SAFEGUARDING DETAIL

Children and adults are protected from significant harm and are empowered to protect themselves

This appendix provides further information about progress made during the year in relation to the Safeguarding outcome.

The Independent Safeguarding and Reviewing Service has been subject to some significant changes in management and leadership during the year and this has necessitated close intervention and support from the Assistant Director of Children’s Services to ensure that the overall plans and performance remained effective.

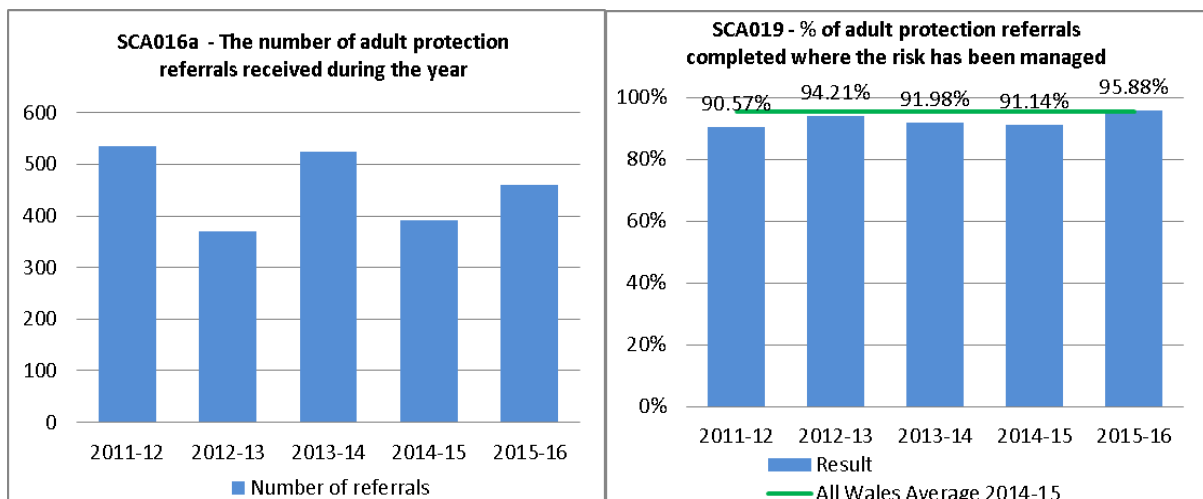
The Independent Safeguarding & Review Service is currently developing a suite of performance indicator to further develop the performance information we already collate.

The statistical information for Protection of Vulnerable Adults (POVA) is currently in the process of being reviewed to ensure compliance with the reporting requirements of the Welsh Government in line with the new Social Services & Wellbeing (Wales) Act 2014. We consistently follow Adult Protection Safeguarding Procedures in accordance with the guidance and are in the process of reviewing all elements to ensure they are in accordance with the Social Services & Wellbeing (Wales) Act 2014.

How much and how well did we do?

Total number of adult protection referrals received = 460

Percentage of adult protection referrals where the risk has been managed: 95.9%





Child Sexual Exploitation (CSE)

Child Sexual Exploitation remains high on the local and national agenda. Consequently, Cardiff has been effective in developing a strategy for how we will tackle child sexual exploitation across the city. The Cardiff Child Sexual Exploitation Strategy was approved by the Cardiff and Vale of Glamorgan Safeguarding Children Board (LSCB) in its role as the statutory body to which all agencies are accountable and this has provided the basis for Directorate and partner activity both in developing a strategic response to CSE and in ensuring effective operational interventions when necessary. More broadly the Directorate has been working very actively with South Wales Police as the key lead agency in relation to CSE overall and this strong local relationship in Cardiff is reflected both in the Strategy and in joint operations on the ground.

A significant contribution to the joint development of a strategic approach has been the area wide Problem Profile undertaken by the Police which has enabled us to focus interventions more effectively in specific areas of concern where risks were found to be higher, whether these are location based (certain areas of the city) or related to behaviour patterns e.g. children engaging in a range of risky behaviours including going missing or staying out all night, consuming alcohol, attending the homes of older males and travelling around with males they have only just met but do not perceive this is putting themselves at risk.

Above all it is important to be assured that whenever individuals are identified as being at risk, appropriate immediate action is taken to safeguard their wellbeing. We are fortunate in Wales to have the benefit of real expertise in the application of the best practice Sexual Exploitation Risk Assessment Framework (SERAF) which was developed in Wales. In all cases where a SERAF assessment identifies risk of sexual exploitation, appropriate multi-agency plans have been put in place to protect those individuals.

Escalating Concerns Procedures

The Children's Services process for escalating concerns raised by Independent Reviewing Officers (IROs) and Child Protection Conference Chairs in relation to care planning and case management has been refreshed during the year. Where those concerns have not been dealt with satisfactorily, IROs and Child Protection Conference Chairs have used the IRO Protocol and escalated the concerns to the Assistant Director resulting in Protocol Meetings being held and concerns being addressed.

Adult Services have robust governance arrangements for Escalating Concerns Procedures and work in partnership with Health and the Care and Social Services Inspectorate Wales (CSSIW) in the appropriate application of this process to ensure quality of care across the residential, nursing and domiciliary market.

Adults at Risk

Internal Audit reviewed Adult Protection procedures during 2015/16 to ensure compliance with the introduction of the Social Services & Wellbeing (Wales) Act 2014. The review identified areas for improvement and changes required to be compliant with the Act, as well as promoting



good practice. The audit found that key controls were generally in place, with varying degrees of compliance. An Action Plan which aims to enhance internal control and provide greater assurance in relation to good governance is in place. A formal event is planned for the beginning of the new financial year when the new Quality Assurance Officer takes up post.

Licensing

As part of its overall remit the Safeguarding Unit also monitors a significant amount of activity in the City related to the entertainment industry. During the year, licences were issued to 480 child performers, there were 14 body of person approvals (covering over 2,000 children) and 50 chaperones registered.

Multi Agency Safeguarding Hub (MASH)

During the year, significant progress has been made towards introducing new inter-agency arrangements for managing referrals and demand at the front door to ensure that vulnerable children and adults requiring help and protection are given a robust multi-agency response as soon as concerns for their safety and welfare are raised. There is a project team in place and plans are being progressed with a view to MASH going live in July 2016. The MASH will also process referrals relating to the Protection of Vulnerable Adults. Inclusion of all Adult Services referrals will follow in phase 2.

Work is also ongoing to engage effectively with schools and other agencies to ensure that referrals are appropriate and of high quality. For example:

- Arrangements are being made for Headteachers to visit the Children's Access Point (CAP) and Intake & Assessment (I&A) to observe processes and shadow the team to support learning and gain further understanding, knowledge and stronger professional working relationships with enhanced practice.
- Children's Services attend the Education Service Fair Access Panel to support better understanding of the process for referral and the information required by the local authority to support decision making for children and young people at risk.
- The Team Around the Family (TAF) services and Children's Access Point (CAP) worked together to provide a joint approach to responding to initial needs and enhancing the interface between statutory services and third sector providers.

Learning from Child Practice Reviews

During the year to 31st March 2016, two Child Practice Review learning events and a Multi-Agency Professional Forum were held and the learning used to produce improvement actions plans in response to significant incidents where abuse or neglect of a child was known or suspected. Progress against delivery of these plans will be reported back to the LSCB. Additionally, briefings reflecting the key learning points will be made available via the LSCB website, and shared with the Regional Safeguarding Boards across Wales.



Cardiff and Vale of Glamorgan Safeguarding Children Board (LSCB)

Work has continued to outline opportunities for integrated working across the City of Cardiff and the Vale of Glamorgan Councils and the Cardiff & Vale University Health Board in order to support change and development in the way services for children and young people are delivered across the two local authority areas. A Change Manager has been recruited and areas of priority have been agreed, encompassing services for disabled children, the Child and Adolescent Mental Health Service (CAMHS), and remodelling 'front door' referral management at the Children's Services threshold, in order to support the development of a Multi-Agency Safeguarding Hub (MASH).

Cardiff and Vale of Glamorgan Safeguarding Adults Board (LSAB)

Newly established in 2014/15, the Cardiff and Vale of Glamorgan Safeguarding Adults Board (LSAB) has been engaged in an externally facilitated strategic review of its role and function in light of its first year of operation and the new statutory duties in respect of adult safeguarding arising from the Social Services & Wellbeing (Wales) Act 2014.

The partnership consensus emerging from that review includes:

- Recognition of the importance of effective board functioning and the need to focus on a smaller number of key strategic outcomes and priorities.
- Broad agreement to enable strategic governance through an Executive and Main Board structure to enable the Main Board to focus on thematic development and performance review.
- The clear need for a new Safeguarding Business Unit to combine administrative, business planning and co-ordination activities of the Safeguarding Children and Adults Boards.

A workshop is scheduled for summer 2016 to enable the Board to embed these arrangements.

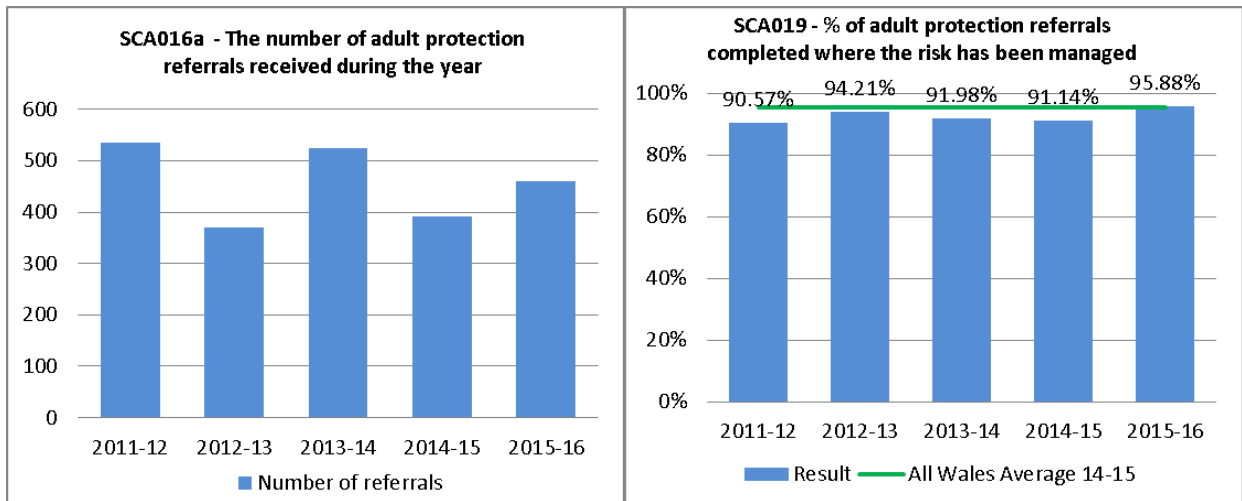
Quality Assurance Framework

Adult and Children's Services Quality Assurance Frameworks were developed during the year. They identify common areas (e.g. definitions, compliance and governance) and service-specific areas. Further work is planned in 2016/17 to bring the draft frameworks together to produce a final overarching Social Services Quality Assurance Framework.

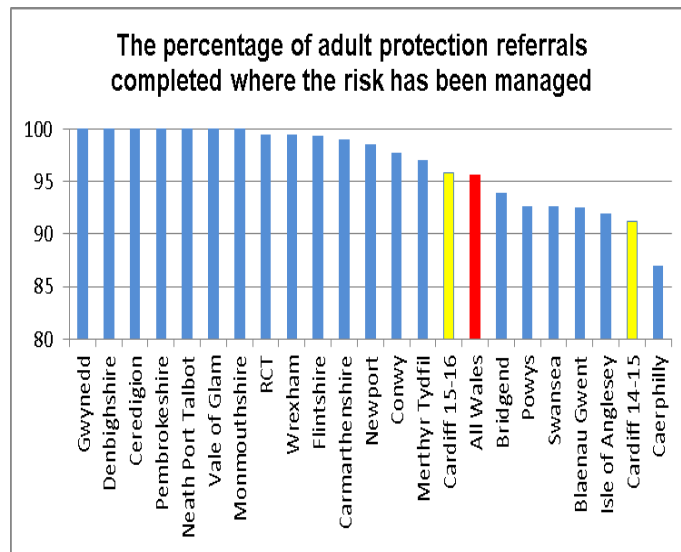
Safeguarding Requirements of the Social Services & Wellbeing (Wales) Act 2014 in Relation to Vulnerable Adults

How much and how well did we do?

- 95.9% of adult protection referrals completed where the risk has been managed.
- 460 Protection of Vulnerable Adult Referrals.



Local authorities play a vital role in ensuring that the most vulnerable people in our communities are protected from harm. During 2015/16 the risk to the individual was managed in 95.9% of adult protection referrals received, compared to the 2014/15 All Wales figure of 95.6%. Other local authority performance in 2014/15 ranged from 100.0% in Gwynedd, Denbighshire, Ceredigion, Pembrokeshire, Neath Port Talbot, the Vale of Glamorgan and Monmouthshire to 83.1% in Torfaen.





APPENDIX 2 – PREVENTION & INDEPENDENCE DETAIL

Children, young people and adults are supported to live safely within their families and communities, with the lowest appropriate level of intervention

This appendix provides further information about progress made during the year in relation to the Prevention & Independence outcome.

Children and Young People

Remodelling of Services for Disabled Children

A project to remodel services for disabled people aged 0-25 years in the Cardiff & Vale University Health Board area is ongoing - working with partners to improve access to community based support; reduce dependency on high cost care placements; and optimise the use of resources. The project also aims to improve young people's experiences of their transition to adulthood and to engage parents more effectively in the planning and design of services.

An integrated Operational Change Manager is in post and a programme brief and plan have been developed in partnership with Heads of Services in Cardiff, the Vale of Glamorgan and the University Health Board. This has been presented to the Local Safeguarding Children Board with priority areas being agreed for progression. These include:

- Progressing a register for disabled children and young people resident in Cardiff.
- Developing a regional approach to supporting transition arrangements for disabled young people and adults.
- Developing proposals to implement regional integrated services for disabled children and young people.
- Exploring possibilities to work collaboratively with our partners to commission outcomes based services for disabled children and young people.

An opportunity presented via the Intermediate Care Fund and an application based on the agreed priority areas has secured £2.5m to progress with the immediate delivery of integrated services earlier than planned, and for the first time has created an exciting opportunity for Children's and Adult Services in the Vale of Glamorgan, Cardiff and in the University Health Board, to work collaboratively across the whole age range.



Direct Payments for Children with Disabilities

There has been an increase in take up of Direct Payments for children – with 147 in receipt of Direct Payments at 31st March 2016, compared with 110 at 31st March 2015.

Legal Surgery

The Legal Surgery was successfully introduced in 2014/15 to avoid drift and delay in relation to care planning. In 2015/16 it has proven its effectiveness in ensuring that appropriate care planning is in place, determining what was done to prevent accommodation and identifying what themes / trends are emerging. The Legal Surgery has proven particularly beneficial for intervening with unborn / pre-birth cases and has resulted in a proactive rather than reactive approach in assessment and planning. The key to this has been a protocol between the Integrated Family Support Team (IFST) and Children's Services regarding intervening in a timely way. Staff report attendance as a positive experience in enhancing their practice. The format of the Legal Surgery was reviewed during the year and in 2016/17 will be relaunched as the Care Planning and Legal Meeting.

Proposed Model for the Delivery of Children's Social Services

A decision has been taken to work with families adopting a Restorative Approach which is consistent with our partners who work within early intervention and prevention services, but to complement this approach with the Signs of Safety Framework. Meetings are underway with the Signs of Safety training provider to plan the delivery of training and a Risk Assessment framework has been agreed for implementation in Quarter 1. Evaluation of OM roles has been completed and a proposed structure has been developed. Discussions are underway with Trade Unions to agree position prior to proceeding with re-structure. Subject to agreement being reached, it is anticipated that OM appointments will be completed by end of Quarter 1 2016/17.

In line with the Social Services & Wellbeing (Wales) Act 2014 we have commenced the development of a function for the provision of Information, Advice and Assistance for children and families to enable people to identify their own needs and achieve their own outcomes.

Young Carers

During the year a single inter-agency Carers Strategy was developed across the City of Cardiff Council, Vale of Glamorgan Council and the Cardiff & Vale University Health Board. The Strategy provides clarity, consistency and accessibility in relation to joint policy commitments across the region and integrates strategic planning for Young Carers, Young Adult Carers and Adult Carers into one document.

A work programme designed to increase awareness and support the identification of Young Carers across Cardiff and the Vale of Glamorgan was delivered, including the development of an eLearning tool for professionals and its introduction in schools, raising awareness and strengthening the ability of teaching staff to recognise and identify Young Carers.



The percentage of known Young Carers who were provided with a service in 2015/16 was 60% (compared with 83.3% in 2014/15). Of the 8 young carers who did not receive a service, 5 did not wish to receive a service, 1 received support through Adult Services and another's circumstances changed quickly so she received services but was no longer a young carer.

Youth Offending Service (YOS)

Consideration has been given to exploring the potential for further cohesion between the Early Help Strategy and the YOS Prevention Policy and Practice Guidelines in the context of a YOS restructure and collaborative working with the Vale of Glamorgan. However, the absence of any certainty about the future of local authority boundaries until the recent publication of the Local Government (Wales) Bill has been an obstacle to progress. Added to which, the Youth Offending Service (YOS) was subject to a comprehensive external inspection during Quarter 3.

The inspecton report was published in May 2016. Rated as a 'three star' service across all areas of operational delivery, there are six criteria by which Youth Offending Services are judged:

- Reducing reoffending
- Protecting the public
- Protecting children and young people
- Ensuring the sentence is served
- Governance and partnerships
- Interventions

Cardiff YOS scored 75% compliance in five out of the six criteria and 50% in one (governance and partnerships). A draft action plan is in place to respond to nine recommendations aimed at further enhancing the quality of work undertaken by the service.

The Chief Executive and Police & Crime Commissioner commissioned a review of YOS governance which has now made recommendations for improvement. A refresh of the governance arrangements is now underway with the Chief Executive as Chair of the Management Board. Progress in relation to a merger will be considered in that context.

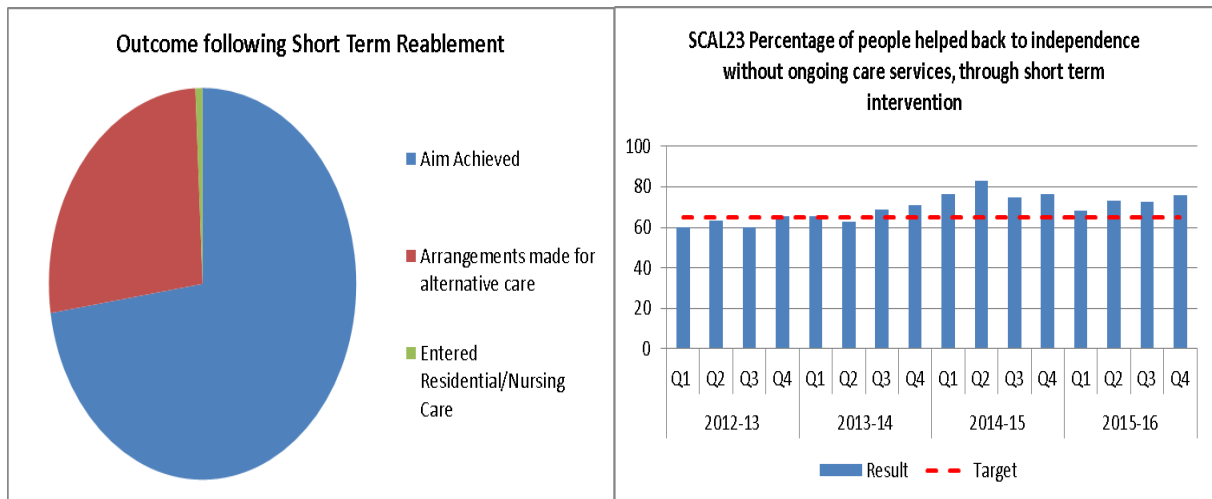
Adults

Developing a better understanding of the needs of individual service users and communities and reshaping services in response will be crucial to placing an increased focus on preventative work. Adult Social Services aims to help people to live independently, enabling vulnerable people to develop the skills they need to live on their own, supporting them with reasonable adaptations to their homes and providing services in a way that meets their needs and outcomes. Service delivery has continued to move from a dependency model, changing the emphasis to what people can do, rather than what they cannot do.

Our services are key to delivering the Council's commitment to safeguarding adults from significant harm or exploitation.

How much and how well did we do?

- Less than 1% of people require residential or nursing care following short term reablement.
- 72.6% of people who received reablement did not require a social care package.



From the 1st April 2015 to 31st March 2016 1,797 reablement assessments were planned with 1,719 (82%) completed and 1,388 resulting in a service. 409 did not result in a service as either the assessment was cancelled e.g. Hospital Discharge cancelled, the person was not suitable for the service assessed or the service user refused / declined the service.

We exceeded the target for the percentage of people helped back to independence without ongoing care services through short term intervention.

The Care and Social Services Inspectorate Wales' (CSSIW) recent inspection of City of Cardiff Council's Homecare Service found that people using the service receive care from competent and confident staff who treat them with dignity and respect. The service works closely with members of the health team to provide support that is responsive to changes in people's care needs. Feedback from service users included "I cannot praise the staff enough", "everyone was really good" and "staff who listened".

Increase the uptake of Direct Payments

Direct Payments – Customer Satisfaction Feedback

'Listening, advice, especially about Diverse Cymru, Caring, and Regular Communication at all times. The social worker was and is excellent and I look forward to continuing working with her.'
'I am very happy with my personal assistant, 'X'.

Direct Payments Case Study

Miss F is a 30 year old woman who was previously with an agency via traditional package of care. Due to her needs Miss F required more flexibility. Miss F is an independent woman and likes to get out and about socialising. She is registered blind (with a guide dog) and has difficulty with meal preparation and some aspects of her personal care. Miss F also has a history of mental health issues (depression / anxiety) so her motivation varies on a day to day basis and she needs more encouragement some days. She prefers to have regular carers as she feels more comfortable with people she knows. She changed to Direct Payments in August 2015 and employs a Personal Assistant (PA). Since changing she has found it much better as she and her PA arrange the hours as needed and she is able to change them at short notice with the PA. She finds it better having one person providing and

Adult Carers

Carers Case Study:

Ms C.H 62 – carer for her mother, Mrs G.H (90 years old), was referred for a carers assessment, due to ongoing and increasing stress levels and friction in their relationship. Mrs G.H is affected by established Alzheimer’s disease. Ms C.H had broken her leg, resulting in her mobility declining to an extent that she was unable to egress her property, and was reliant on her mother to complete simple tasks for her. Ms C.S & Mrs G H were both being supported by the North West Community Resource Team. Due to both Ms and Mrs H being unable to gain respite from each other, there was an increasing risk of total breakdown in their relationship. Mrs H had a lack of insight into her daughter’s condition and needs, and Ms H was unable to employ her previous method of reducing stress in their relationship by leaving the property for a time, to allow the situation to cool in the event of an argument. Disagreements were building to an extent that Ms C.H was breaking down in tears. Due to the short term nature of her condition, Ms C.H was not eligible for services in her own right through the community care budget, and Mrs G.H would not engage with services that would support her. A short term socialisation call was able to be arranged for Ms C.H to support her to access the community, and gain respite from her mother, until she was able to complete this independently, through the carer budget.



Carers – Customer Satisfaction Feedback

'You did everything you said you would do and more very helpful. Thank you.'
'Offered support with my mum's needs.'

Mobile Working & Scheduling Project

The Mobile Working & Scheduling Project aims to improve efficiency and service delivery in the Home Care service. Roll out commenced in January 2016, with a phased approach across the city. Staff will use the system on mobile devices to replace paperwork and streamline working processes, providing true mobility for the entire workforce and delivering a wide range of financial and productivity benefits, e.g. reduction in travel time.

Reablement – Customer Satisfaction Feedback

'The Occupational Therapist listened to us, she was knowledgeable and helpful as was the engineer who fitted the grab rails in the shower room although my disability is major (amputation of left leg) my needs were limited as we installed our own ramp at front doorway.'
'Gave an overall picture of what equipment was available and what would be useful for me. Once decided the equipment was fitted promptly and efficiently by very pleasant staff.'

Reablement Case Study

Mr. R is an 85 year old man who was referred to Community Resource Team (CRT) for support on discharge from hospital. Mr. R had several health issues, but the overriding concern was his general wellbeing, he was suffering from low mood following his wife of 60 years being admitted to a nursing home. Mr. R was neglecting himself with regard to all his daily living tasks including not taking his medication. Initially Mr. R was very reluctant to accept support, for the first two weeks Mr. R did not engage with the staff. During this period the staff tended to prepare his meals, and converse in very general terms. Over a short period Mr. R began to gain confidence, he began to engage with the staff, and discuss the issues that he was finding it difficult to cope with, mainly not being able to visit his wife in the nursing home, and his reluctance to accept support. It was suggested that a taxi could be organised on a regular basis to take and collect him from the nursing home, this carried on for several weeks, until sadly Mrs. R died. Due to Mr. R's improved health and wellbeing he felt better able to cope with the loss, his health continued to improve and he maintained a nutritional balanced diet. Initially Mr. R was on medication 4 times a day, a medication assessment was completed and the medication reduced to once a day. Mr. R will now receive a permanent service once daily to support with personal care, meal planning and medication.



Consider more effective and efficient ways of commissioning services

The Adult Social Services Strategic Commissioning Project was established in 2015/16 and aims to:

- Establish overarching medium to long term commissioning intentions and priorities which meet the requirements of the Social Services & Wellbeing (Wales) Act 2014.
- Oversee a fundamental review of how service user needs are met and outcomes achieved which maximises use of existing Council, partner and community resources including consideration of locality based support provision.
- Identify short, medium and long term opportunities to deliver budget savings through reducing demand and improving supply side arrangements.

Adult Services is currently developing a 'Statement of Strategic Intent', setting out the vision for the commissioning of adult social care in Cardiff for the long term.

2015/16 also saw the agreement of the Older People's Commissioning Strategy alongside the Meaningful and Purposeful Lives: Framework for Older People, Cardiff and the Vale of Glamorgan 2014-19 – a partnership document supporting a five-year plan for older people.



APPENDIX 3 – CARE & SUPPORT DETAIL

Adults and looked after children experience the best care and support to help them recognise their abilities, have aspirations and achieve what matters to them

This appendix provides further information about progress made during the year in relation to the Care & Support outcome.

Children and Young People

The Looked After Children's Service has been in existence since July 2014. All staff chose to join the specialist service and since that time the teams have remained mainly stable with very little turnover. This in turn has had a positive impact upon looked after children and young people having an allocated social worker with whom they can build a relationship. Staff now have the opportunity, training, support and encouragement to focus upon the key issues and outcomes for looked after children.

During the year our focus has been on:

- Undertaking robust assessments and developing meaningful relationships with children and young people.
- Identifying, supporting and maintaining the best possible placements - 7 of children have been successfully returned from high cost out of area placements at an estimated saving of £316,000.
- Supporting family contact and social networks.
- Promoting educational, employment and training opportunities and achievements - the Council Looked After Children Traineeship Scheme has been developed and two dedicated Apprenticeships for looked after children / care leavers have been created.
- Helping young people to develop life skills.

We are committed to building upon newly established relationships with Health colleagues to develop therapeutic services for children and young people. The University Health Board is currently commissioning a new service for children and young people with risky behaviour that sits below the specialist Child & Adolescent Mental Health Service (CAMHS). This new service tackles the gap that currently exists for looked after children and other young people known to Children's Services who do not have a diagnosed mental illness, and therefore are not eligible for specialist CAMHS, but who display behaviour that gives significant cause for concern regarding their own safety and the safety of others. In addition to this, a joint workshop has been arranged with Health for early in 2016/17 to determine joint aspirations for therapeutic services for looked after children, including the role of a psychologist to be employed by Health to solely focus on looked after children.



How much and how well did we do?

- Number of looked after children = 644 at 31st March 2016 compared with 650 at 31st March 2015. The figure has fluctuated somewhat over the course of the year, peaking at 662 in June 2015, and dropping to 625 in December 2015.
- Delivery of the Brighter Futures Personal Education Plan (PEP) best practice training to 150 social workers, over 30 teachers and more than 50 foster carers completed.

We have focussed upon placement stability and challenged placements that do not provide the best opportunities for children and young people – this can reflect as poor performance if multiple moves have taken place.

During the year we have developed a meaningful Performance Report for managers in the Looked After Children's Service.

Partnership Working with Education

Joint work was undertaken with Education to develop the Virtual School Tracking system, to deliver workshops to share knowledge and practice, and to raise the profile of looked after children within schools. Regular meetings have been established to track individual children and young people. Joint sessions have had a very positive effect upon working relationships between Children's Services and Education which benefits children and young people. More joint sessions are planned. Monthly meetings promote opportunity for timely intervention coordinated approaches.

Corporate Parenting Strategy

The City of Cardiff Council aims to make the experience of being looked after or leaving care the best that it can be within resources. A Corporate Parenting Strategy has been developed to promote stability, enable children to form secure and permanent attachments, and (in collaboration with Education and others) improve their life chances and outcomes. The Strategy will be considered by Cabinet in Quarter 1 2016/17 and the launch will follow shortly thereafter.

Improving the Health of Looked After Children and Care Leavers

A joint workshop is being arranged with colleagues in Health to identify and prioritise the health needs of looked after children and care leavers and to plan how these needs can best be met. This will contribute to work planned for 2016/17 to agree a joint working protocol with Health and to develop services to meet these needs.

Supervised Contact Service

A tender exercise to procure the service has been undertaken and a decision to award the contract made. The service will be launched early in Quarter 1 2016/17.



Enhanced Fostering Scheme

Following concerns raised during the year about the capacity of the provider to deliver on its commitments, the decision was taken to end the contract due to a lack of suitable placements. The following actions are being taken as a result:

- Plan in place to address financial implications.
- Engagement with alternative provider and three promising models under consideration.
- Work undertaken with Legal and Procurement to terminate the current contract and put in place a new contract for an individual placement for the one young person who was placed within the scheme and remains in placement.

Kinship Care

We have a dedicated social worker with the Child in Need Service whose role is to complete Special Guardianship assessments. We have recruited three temporary social workers who are based within our Fostering Service and are piloting the Connected Persons Assessments when assessing prospective foster carers. The outcome of the pilot will inform how we progress in the future.

Fostering Service

At the time of writing, there were approximately 119 children placed with 125 fostering households approved by the service. This included:

- 21 children placed in kinship placements
- 104 children in mainstream placements

Over the past year the service has retained a core group of experienced staff and foster carers and provided suitably matched and stable placements for children.

These are some of the improvements made during the year:

- A range of initiatives had been employed to improve engagement between the foster carers and the local authority including task and finish groups around mentoring, recruitment.
- A Foster Carer Association was formed by carers with the support of the service.
- The launch of our new Fostering recruitment campaign has provided us with a platform to raise the profile of our Fostering Service. The media coverage of the campaign was unprecedented and certainly challenged the myth that good news doesn't sell papers.
- We welcomed 21 new carers to the service this year and 6 carers started their QCF qualification.
- A small group of carers and young people completed the "Let's Get Cooking" training, which proved to be a great opportunity for foster carers and young people to learn together in partnership with one another.



- A review was undertaken in respect of the quality of the Fostering Panel and training was provided for panel members and Fostering social workers.

The following are areas of improvement that will be taken forward in the 2016/17:

- Establishment of more robust systems to monitor review and improve the quality of care given to children. Completion of the new Foster Carer Handbook for children that includes information about their placements and their rights and entitlements.
- Establishment of systems for monitoring the educational attainment, progress and school attendance of children placed with foster carers approved by the Fostering Service.
- Review risk assessments to determine what areas of care that foster carers provide need to be routinely risk assessed (e.g. when they take children for regular weekend breaks to a caravan / abroad on holiday) and determine who is best placed to lead in respect of the risk assessments – the supervising social worker for the carer or the childcare social worker.
- Continue to improve the opportunities for engaging with children to better understand their views about their care and any improvements they feel could be made.

Residential Care

The team at Crosslands continues to provide a very high quality of care for children and young people. The group of young people has remained stable as has the staff team, with limited turn over in the team during the year. A new Deputy Officer in Charge has joined the management team of the home and creates the opportunity for further development.

Managers and staff gave a presentation to the Corporate Parenting Advisory Committee regarding the Connect Model of Care and demonstrated the type of tools used for direct work with young people.

Regional Adoption Service

The Vale, Valleys and Cardiff Adoption Collaborative (VVC), which brings together the adoption services of Rhondda Cynon Taff County Borough Council (CBC), Merthyr Tydfil CBC, the City of Cardiff Council and the Vale of Glamorgan Council, became operational on 1st June 2015. This merger of adoption services within the region was the culmination of much co-ordinated effort and joint working on the part of all regional partners in progressing the plan to implement the service.

Since implementation considerable work has been undertaken to establish a clear governance structure for the Collaborative, establishing a sound workforce and staff resource and ensuring services are maintained and delivered with minimal disruption for service users. Other priorities have included establishing mechanisms to effectively engage with local authority colleagues and engaging and consulting service users at a local level.

Work has been undertaken to streamline and standardise processes, particularly in relation to the referral and decision making process for children and the recruitment and assessment of



prospective adopters. A Joint Adoption Panel for the four authorities was established in October 2015. Work is ongoing in the other areas of service.

The level of demand for the service has remained high. The Collaborative receives a large number of enquiries from prospective adopters (202 in 2015/16) and has a significant number of children being referred for adoption (132 from 1st June 2015 to 31st March 2016). These areas have been prioritised in terms of service delivery to reduce delay and ensure that timely placements for children requiring adoption can be made. The service has also seen considerable growth in the number of referrals for Adoption Support services (51 from 1st June 2015 to 31st March 2016) which is posing challenges in terms of delivery. Some short term proposals have therefore been agreed to address the backlog of work in this area.

Performance monitoring and maintenance is a key priority for the National Adoption Service (NAS) and the Collaborative. VVC reports against a range of nationally agreed performance indicators on a quarterly basis. During 2015/16 the Collaborative placed 70 children for adoption and although this represents some reduction to the previous year, this also reflects the overall national downturn in the numbers being placed for adoption. The service has improved performance in respect of the timeliness of the adoption process for children and in the numbers waiting for adoptive placements. The region has also performed well in respect of the approval of adopters, approving per head, 109 adopters in the past year. Assessments of prospective adopters were completed well within the national timeframe.

Improvements have also been made to the birth parent counselling service and actions are being put in place to address the shortfall in respect of those performance indicators which remain the responsibility of the individual local authority, namely the provision of Later Life material for children placed for adoption.

The establishment of the Collaborative has represented a significant organisational change to the way adoption services were formerly delivered, which has created challenges but also provided opportunities to develop services differently. Collaborative working is now begun to show benefits in terms of providing a clearer picture of need and resource highlighting areas of deficit. The priority for the Collaborative in the coming year is therefore to build upon what has been achieved to date and to further develop the service to ensure that performance levels are maintained and enhanced in those key areas.

Adults

The City of Cardiff Council is committed to prioritising services that support those who are most vulnerable. Population growth and the current climate of austerity mean that more people than ever will need access to support. In order to support people in vulnerable situations and promote their well-being, the Council recognises the need to focus on the development of a range of more effective services to prevent the need for vulnerable adults to be cared for away from their homes and families. Adult Services advises, informs and supports citizens through a range of interventions which include community care services for adults who need care and support.



Our aim is to achieve the following outcomes for service users and their carers:

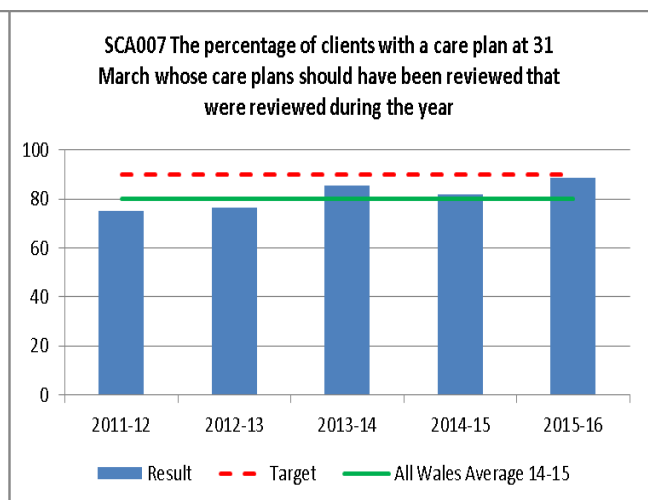
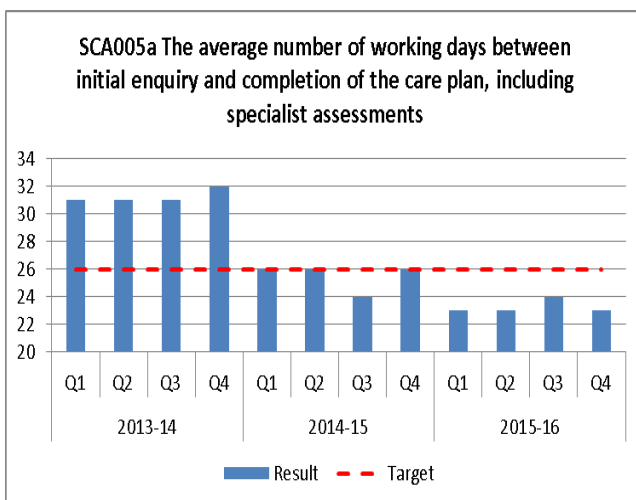
- Developing a better understanding of the needs of individual service users and communities.
- Expand and improve integrated working through collaborative work with Health.
- Listening to our customers and providing prompt and effective services within their localities.
- Promote and maintain wellbeing.
- Reduce hospital admission.
- Support service users to achieve their full potential.

Responding to the budget and demand pressures that the Council faces will mean thinking differently about how many services are designed, delivered and commissioned. Increased partnership working, with communities, third sector, public services and other local authorities will be required to provide more cohesive and integrated services that can be responsive to demand. It will also mean being more focused on prevention and when and where services are deployed and delivered.

How much and how well did we do?

Adult Services received 7,898 enquiries and 460 Protection of Vulnerable Adult referrals during 2015/16. 8,285 adults were assessed or reviewed during the year and 7,771 were in receipt of services as at 31st March 2016, of which 1,074 were receiving residential and nursing care, 3,464 were living at home with social care packages.

Demand	Q4 2014/15	Q1 2015/16	Q2 2015/16	Q3 2015/16	Q4 2015/16	2015/16
AS Referrals	2,115	1,866	1,855	2,108	2,069	7,898
AS Assessments	2,151	1,916	1,982	2,054	1,910 **	7,862
AS Open Cases	7,549	7,662	7,858	7,756	7,771	7,771



Adult Services have made considerable progress in improving the timeliness of reviews for older people during 2015/16 compared to 2014/15. The overall result for 2015/16 for the percentage



of clients with a care plan at 31st March 2016 whose care plans should have been reviewed that were reviewed during the year was 88.8% compared to an overall result of 82.0% for 2014/15.

Increasing the number of people who are able to remain at home

A new build scheme started in 2015/16 as an extension of the existing Dol Y Hafren accommodation and care scheme to create additional units of housing. It was initially intended just for young people with physical impairments but we have had agreement to offer tenancies to older people as well. The site comprises 13 flats and 2 bungalows. Once completed the tenancies will be offered to those who require care and support and this support will be offered from the on-site care team, 24 hours a day, 7 days a week.

Our Visual Rehabilitation Officers are helping people with a visual impairment to maintain their independence. During 2015/16 Adult Services contributed to a joint project run by Cardiff University School of Optometry and the third sector organisation Sight Support to estimate the effect of a Rehabilitation Officer intervention on self-reported functional, psychological and quality-of-life (QoL) outcomes in elderly individuals with low-vision. The following evaluation was received from one of our service users *'X gained my trust at the outset and has dealt with my condition in a very relaxing and professional manner. X has the ability to be able to listen and understand whilst still focussing on the job in hand. X's suggestions were discussed jointly between us, this enabled me to understand the reasons and how it would help me.'* The research been completed and a report will be submitted for publication.

Review of Day Services

The Day Opportunities Strategy for Older People was submitted to Cabinet in March 2016. The Strategy aims to prevent social isolation by enabling older people to achieve their chosen outcome by:

- Providing information, advice and assistance to encourage independent access to social activities and engagement opportunities.
- Providing assistance to those who need it to access community services and activity through targeted intervention and support.
- Supporting the most vulnerable through high quality specialist day services.

Case studies from the Draft Strategy for Older People's Day Opportunities

Mr. Q is a 99 year old man who is cared for by wife. Both feel that regular respite by day centre attendance 3 days a week is holding things together and is the only service they wish to receive.

Mr. P is an 82 year old man who receives a care package 7 days a week. He requires a great deal of reassurance and supervision. Regularity and consistence of day centre attendance 5 days a week helps to sustain his wife's carer role.



Mr. H is an 84 year old man who attends a day centre 1 day a week. This enables his daughter, with whom he lives and who is his main carer, to have a regular break from her carer role and prevents the need for a care package.

As part of the Day Opportunities Strategy, Adult Services commissioned a pilot project from Age Connects (Healthy Active Partnerships) to deliver a volunteer-based model of service to address the issue of social isolation and to support older people to be more engaged within their communities. There currently 148 volunteers currently involved with the project and its evaluation will inform the commissioning of a service going forward from April 2016.

Age Connects - Healthy Active Partnerships (HAPS) Feedback

*'I feel like a normal person...she's taken me to the museum and out for a cup of tea'.
'It has been very helpful...we go to Roath Park and have a cup of tea and I cannot go out alone'.*

Floating Support Case Study

Ms. C has a long standing history of schizophrenia which has been complicated in the past by non-compliance with medication and alcohol dependency with paranoia and low motivation. She had been living in a residential care setting for 12 years but expressed a wish to live independently.

Ms. C was referred to the Gofal Floating Support Project in July 2015 in order to support her with this transition – they met with her for one hour each week, in order to establish a working relationship as well as to support her with her application for housing through Cardiff Council Housing Resettlement Panel.

Ms. C was offered a property and Gofal FFS staff supported her with the initial viewing and signing for the tenancy – this ensured all her thoughts and concerns were addressed appropriately with the Housing Officer. Gofal FFS increased support hours in order to reflect Ms. C's needs regarding preparation for the move and during the initial two weeks of the new tenancy. Gofal FFS staff applied for funding for financial support towards the move and for furniture for the new property via the Discretionary Assistance Fund. In addition, staff supported Ms. C to set up utilities and register with local health professionals, also linking her into the new Community Mental Health Team (CMHT). Gofal FFS worked closely with Ms. C's CMHT to ensure all her needs identified within her Care and Treatment Plan were appropriately met. Gofal staff are currently supporting Ms. C to take her medication, to compile a budgeting plan and encouraging her to manage her income and outgoings appropriately. They have acknowledged Ms. C's wish for support in identifying and accessing activities in her new local community, such as the gym, crafts classes, etc. Feedback from Ms. C and from her CMHT is very positive about the support that Gofal FFS have and continue to offer.

Customer Satisfaction feedback - Floating Support

'I'm thankful to all the staff who have supported me.'

"I can't fault [the staff] they make it about me which it should always be about. Staff team are excellent. Well done all!"



Closer to Home Case Study

Mr. B is a young man aged 19 with a moderate learning disability, communication difficulties and Attention Deficit Hyperactive Disorder (ADHD). He had been subject to a Care Order which ended when he turned 18 years. Mr. B had experienced several placement changes, both with education and fostering since initially being accommodated in 2001. He was described as exhibiting behaviors which were challenging and unpredictable. He was living in Cornwall with a foster carer when he was assessed by the Transition social worker. Mr. B was very keen to live as independently as possible, post foster care and was very keen to move back to Cardiff. He was born in Cardiff, spent his formative years here and was keen to see family more often and to rekindle some family relationships. Several foster placements had broken down. Mr. B was keen to remain living in a supported environment to gain confidence. He was keen to develop his daily living skills and to access education. Mr. B was proposed for a new Closer to Home Supported Living Scheme in Llanrumney, Cardiff via the Closer to Home & Move On process in August 2014 and moved in the October 2014. Mr. B has taken some time to settle since being back in Cardiff. The damage from difficult family background and of having experienced a series of broken down foster placements was evident. He has pushed boundaries with his support staff, educators and co-tenants. However, with close multi-disciplinary input from his Case Manager, his Support Provider and from the Learning Disability Health Team he is now starting to feel safe and secure. His support needs and his emotional needs are being well met and his boundary pushing behaviors are depleting. He has regained contact with several family members, which has not always been easy; but this has allowed Mr. B to feel a sense of history and belonging which he had struggled with for a long time. Mr. B is proud to have a tenancy and is developing into the young adult he wanted to be.

Develop an integrated approach with the Community Addictions Unit

The Substance Misuse team has worked closely with Health to develop and establish an integrated approach for people with Alcohol Related Brain Damage (ARBD). The first joint ARBD session for staff took place in September 2015 and looked at specific service users and suggestions about their care plans. The aim is to establish these joint meetings on a monthly basis and provide additional 'refresher' training.

The Ty Cornel was a project set up in February 2015 with partners and funded by Cardiff County Council to provide supported accommodation for 6 adults with alcohol dependency. The Substance Misuse team worked with partners to develop a modern, well equipped house to accommodate adults who had become unresponsive to alcohol treatment programmes but who were vulnerable and unable to cope with life. The staff team at Ty Cornel support the personal development of the tenants by promoting the importance of personal care and hygiene as well as a balanced diet and a controlled approach to use of alcohol. Alcohol Concern in London visited the project in January 16 as part of identifying and researching good practice models with Change Resistant Drinkers.



Complex Needs House - Ty Cornel Case Studies

Mr. D – Mr. D is a 67 year old man who has been known to the City Centre Social Work Team since January 2013. He came to our attention when he was evicted from Grange Lodge Residential care home which he had been in for 2+ years. He was evicted for alcohol related behaviour, verbal and physical aggression. Prior to this he was renting from a private landlord and evidence suggests he was being financially exploited and plied with alcohol. Historically Mr. D has sustained a head injury, 1 major stroke and several mini strokes. The effects of these have had significant effect on his speech, language and general ability to communicate. Mr. D is unable to undertake most daily living tasks and requires significant support to ensure his basic needs are met. For example, Mr. D cannot ensure he has regular nutrition; he cannot ensure he has clean clothing or maintain good standards of personal hygiene, it is important to note he is regularly incontinent. In the past Mr. D had numerous and extended periods in hospital, frequently attending A&E. Since moving to Ty Cornel Mr. D's mood and drinking has stabilised, he maintains a good diet, engages with staff and regularly goes out to socialise. Any hospital admissions have been planned. Mr. D states he is happy living at Ty Cornel and this is apparent in his behaviour; staff regularly state he is a pleasure to have in the house.

Client Record System (CareFirst) Improvements

The Adult Social Care Performance Reporting and Data Cleansing Project Group was established during 2015/16 to improve the quality of data held on the CareFirst System. An audit of 2,120 client records has taken place and 588 have been updated to ensure the correct information is held. In addition all 1,158 Residential and Nursing records have been updated with only five still requiring clarification from the Case Manager. The cleansing of core data will ensure the correct and timely reporting of data.



APPENDIX 4 – TRANSITION DETAIL

Young people have the necessary skills and support to prepare them and their carers for a smooth transition to adult life and optimum independence

This appendix provides further information about progress made during the year in relation to the Transition outcome.

There have also been very positive developments with regard to education, employment and training from the Looked After Children Traineeship Scheme – see above.

How much and how well did we do?

During the year, 37 young people have turned 18 and transitioned on from Children's Services. 35 of these young people moved through into Adult Learning Disability Services, and 2 young people left Children's Services with their care and support needs being met within their local communities.

Case Study – Step down transition

Mr. C is a young person receiving teen scheme via Child Health & Disability team payments – Receiving support from the Disability Team Around the Family has been better than I thought it would be. I can still access the services I need for my teenage son, and he loves attending the teen scheme. He can still be around his friends and the same people who have been supporting him for the last year.

New working relationships have been established this year between the Disability Team Around the Family and the Child Health and Disability Team, so that families and young people who transition between services do not experience disruption or have to repeat their story. This joint working approach has enabled shared assessments, open communication and a joint approach to meeting needs more effectively and at the right time.

Step down Cases – Transition to the Disability Team Around the Family

During the year, 47 disabled children and young people were assessed by Children's Services as having needs which could be met outside of the services of the local authority. Of these 47 referrals:

- 3 were young people who had made improvements since being open to Child Health & Disability Teams (CH&D) and who went on to receive their support via the Disability Team Around the Family Service (DTAF). Throughout the year, these 3 young people have not



required any subsequent support from CH&D, 2 of the young people continue to receive support via the DTAF Service.

- 31 young people with additional needs were initially referred into Children's Services but were redirected to receive services from the DTAF. This approach has ensured that young people have received the right level of services based on initial presenting needs.
- 13 young people have been stepped down from Children's Services to the DTAF Service whose needs have been best met within the generic Team Around the Family Service.

As a result of the creation of the DTAF we expect to be able to map the progress of these young people and the hope for the future is that young people whose needs can be met within community based services, will not need to then be further supported by statutory social services.

Case Study – Child Health & Disability / Adult Learning Disability / Health

Miss A had multiple planning meetings between Children's and Adult Services with the family which supported a clear assessment of needs and future needs. All agencies were involved in the information provision which ensured that there would be no disruption to service provision or to the young person. The family felt well informed through the transition between services, and felt involved and valued from the beginning with a clear understanding of who was working with their family and why. It was then easier to discuss their daughter's care planning including the need for a Decision Support Tool assessing her eligibility for Continuing Health Care funding.

Case Study – Child Health & Disability / Adult Learning Disability

Miss B transitioned into Adult Services at a time when her social worker from Children's Services was absent from work. This made the transition process for the parent and Adult Services social worker difficult as the parent had to repeat themselves and assessment information wasn't readily available. Whilst this did not impact on the services the young person received, the experience of the family and the social workers could have been improved and the ongoing working relationship could have started better.

As a result, transition planning and introductions will start earlier, to better plan for future needs, but also to prevent a more difficult transition through unforeseen circumstances.

In relation to the Looked After Children Traineeship Scheme:

- 60% of young people reported positive experiences in the scheme.
- 11% of young people reported better outcomes after involvement with the scheme.
- 26% of managers reported feeling supported by the scheme.
- 54% young people have finished in placement before 3 months.



Transitional Support for Disabled and Vulnerable Children Approaching Adulthood

The Remodelling Services for Disabled Children and Young Adults project aims to remodel services for disabled people aged 0-25 years in the Cardiff & Vale University Health Board (UHB) area, working with partners to improve access to community based support; reduce dependency on high cost care placements; and optimise the use of resources. The project also aims to improve young people's experiences of their transition to adulthood and to engage parents more effectively in the planning and design of services.

An Integrated Operational Change Manager is in post and a draft Project Brief and Project Plan have been developed in consultation with Heads of Services in Cardiff, Vale of Glamorgan and UHB, providers of services and parents.

Work to ensure young people with disabilities are identified as needing transitional arrangements has included:

- First meeting on Transitional Planning held between relevant Operational Managers. The group will link with the Looked After Children Service and plan to view the Vale model for transitional planning to establish whether or not it is appropriate for use across both authorities as it appears to work in practice for the Vale.
- Principal social worker in the Child Health & Disability team to take the lead on work related to timely and appropriate transitional planning. This work will be undertaken in close liaison with Adult Services.

Pathway Planning for Disabled Children

Over the coming year we will embed a process that underpins holistic transition for young disabled people, which will be supported by relevant practitioners from Health, Social Services and Education and spans across both Children's and Adult Services. This will ensure that relevant information will be shared in a timely way and at the earliest opportunity, enhancing the experiences of families, young people and young adults. To achieve this Cardiff Social Services will work together in partnership with all agencies and regionally with colleagues within the Vale of Glamorgan.

Pathway Planning for Care Leavers

The 'When I Am Ready' Scheme (post-18 living arrangements which allow young people to continue living with their foster carers beyond the age of 18) is an expectation that all local authorities will set up in line with the guidance during 2015/16, ready for when their new duties under the Social Services & Wellbeing (Wales) Act 2014 come into force in April 2016. The Scheme was implemented and tested in Cardiff in advance of the statutory deadline.



APPENDIX 5 – WORKFORCE DETAIL

Cardiff is the destination of choice for committed social work and social care professionals

This appendix provides further information about progress made during the year in relation to the Workforce outcome.

The delivery of excellent services through a well-qualified, skilled, engaged and motivated staff group is fundamental to the success of all public sector organisations. In the City of Cardiff Council, we are fortunate to have high quality committed staff that play a vital role in the delivery of quality services to the people in Cardiff.

An overall profile of the workforce is required to shape the commissioning of integrated services going forward. Better / improved workforce planning will help us better align the needs and priorities of the Directorate with those of its workforce to ensure that it can meet legislative, regulatory and service requirements and organisational objectives. It will ensure that we have the right people with the right skills in the right place at the right time.

We have continued to ensure that the workforce has access to relevant qualification and have explored ways in which our in-house QCF facilities can be expanded to offer qualifications across the region.

We have also continued to develop the knowledge and understanding of the workforce in order to implement the new Social Services & Wellbeing (Wales) Act 2014 and have carried out work to expand the E-learning portfolio working in partnership with the Learning Pool.

We have built on existing manager forums to strengthen information sharing and have started to develop opportunities for this to be rolled out across the region. Good lines of communication are in place to ensure that available resources such as the Care Council for Wales Hub on the Social Services & Wellbeing (Wales) Act 2014 are maximised by our social care workforce.

Examples of ways in which effectiveness and quality are measured are as follows:

- Evaluation sheets for training are completed by participants providing an indication of the quality of the training provided and whether it has met expectations.
- The Training Unit undertakes exit interviews for Children's Services social workers who are leaving the Authority and provides a feedback loop to the management team in order that lessons can be learned.



How much and how well did we do?

- There has been a comprehensive programme of development compiled by the relevant training officers that was based on the responses to training needs analysis sent to Social Services teams. It covered a wide range of subjects from safeguarding, outcome based accountability to toxic trio training and many more.
- It ensured that key changes to legislation, regulation, policy and practice are covered in the annual programme of development. This would include such things as the Social Services & Wellbeing (Wales) Act 2014, More Than Just Words and the Dementia Strategy for Cardiff & the Vale of Glamorgan.
- In order to facilitate the development of practice knowledge and skills across the workforce a robust training plan has been produced which has resulted in the number of attendees at training being 5,135 during 2015/16.
- We supported three staff on the Social Work degree programme following a rigorous selection programme that was endorsed by senior managers. During 2015 we have supported a total of five secondees at various stage of their social work journey.
- We continue to offer Qualifications and Credit Framework (QCF) qualifications to both internal and external staff through a mixture of in-house provision from our own QCF accredited centre to working in partnership with two local colleges. The number of learners registered in 2015 was in excess of 150 and they have a three year time frame in which to complete their award. During 2015/16, 25 completed their awards across all levels.
- A team manager programme has been set up to deliver a range of training / information sessions to all team managers in Children's Services. This came about as an identified need from the Assistant Director in Children's Services that some managers have not engaged in training for a period of time. The programme is offered as Continuing Professional Development and upskilling to ensure a progressive pathway and as part of a maintenance programme for existing managers.

Workforce Strategy

A Children's Services Workforce Strategy has been agreed during the year to improve workforce planning, recruitment, retention and staff learning and development. An action plan has been developed and a task group set up to oversee implementation of the plan in 2016/17. Engagement with Adult Services has commenced regarding next steps towards a developing an overall Social Services Workforce Strategy.

We have enabled staff to access a wide range of learning opportunities delivered using various learning methodologies that include gaining qualifications e.g. social work degree offered via a secondment programme, QCF Diplomas in Health & Social Care and Approved Mental Health Practitioner (AMHP) - a progression qualification.



Staff have also accessed external training programmes, such as a team manager development programme delivered by the Social Services Improvement Agency.

Alongside these there is a complete calendar of learning opportunities that are delivered using an interactive method of learning that ensures the audience is able to transfer this knowledge back to the work place.

We have supported the planning for the remodelling of Children's Services by developing a workforce plan that addresses the training and professional development needs of staff as the service area embarks on implementing a new approach and service model (Signs of Safety / Restorative Practice).

Rationalise the Social Care Workforce Development Partnership

We have established a regional Care and Support Workforce Board consisting of statutory, third sector, independent, private sector and academic institution members. The board is responsible for leading key strategic developments to re-skill the whole social care sector workforce in order to respond to the requirements of the new Social Services & Wellbeing (Wales) Act 2014. An Operational Group will take forward the detailed delivery plan and a project group is also taking forward a commitment to regionalise the two Council's training units into a single unit in collaboration with Cardiff Academy.



APPENDIX 6 – RESOURCES DETAIL

Social Services are provided on the basis of the most efficient and effective use of resources

This appendix provides further information about progress made during the year in relation to the Resources outcome.

Children's Services

The outturn position for Children's Services for 2015/16 shows an overspend of £2,013m compared with £2,312m in 2014/15. Despite a reduction in the number of looked after children during the year (from a high of 662 in June 2015 to 644 at 31st March 2016) the commissioning mix for placements has become more costly. This is because there has been an increase in the proportion of children presenting extremely complex challenges who need externally purchased placements with very high support ratios. In spite of this however, there is also a significant shortfall (£1.1m) against the £2.7m savings target set for the service as part of the 2015/16 budget which is attributable principally to the failure of a provider to deliver services in support of a new Payment by Results initiative. Nevertheless, there has been a continued focus on returning children placed in high cost out of area placements to Cardiff that has been successful in returning 7 children to Cardiff at an estimated saving of £316,000.

Adult Services

The projected outturn position for Adult Services for 2015/16 shows an overspend of £3.3m. Total savings of £4.4m are projected against the £8.4m savings target, leaving a shortfall of £4m in the financial year. This reflects the number of unachieved savings in the Directorate outturn position. There are offsetting underspends in areas where greater growth was anticipated in 2015/16, notably in domiciliary care and in areas impacted by deprivation of liberty regulations.

There are ongoing pressures on externally commissioned services for older people, notably in relation to domiciliary and nursing care, where there has been a significant increase in the unit price. It also reflects an increase in the level of care hours delivered via Direct Payments across the service. As indicated above, growth in domiciliary care has been less than in previous years, reflecting ongoing reablement and preventative measures.

Responding to the budget and demand pressures that the Council and its public sector partners face during 2016/17 will mean redesigning the delivery and commissioning of services for the future.

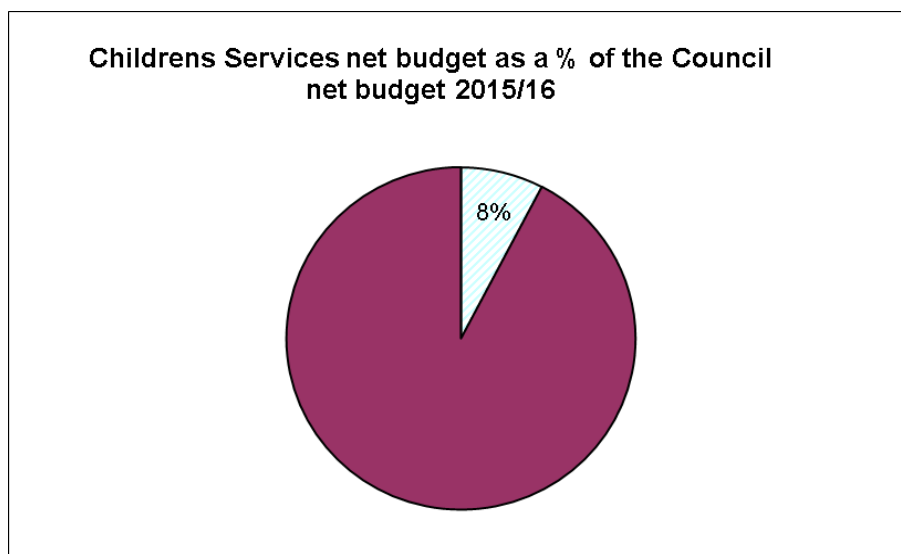
Supplementary Financial Information

There are 350 full time equivalent established posts in Children's Services providing services to 2,539 service users.

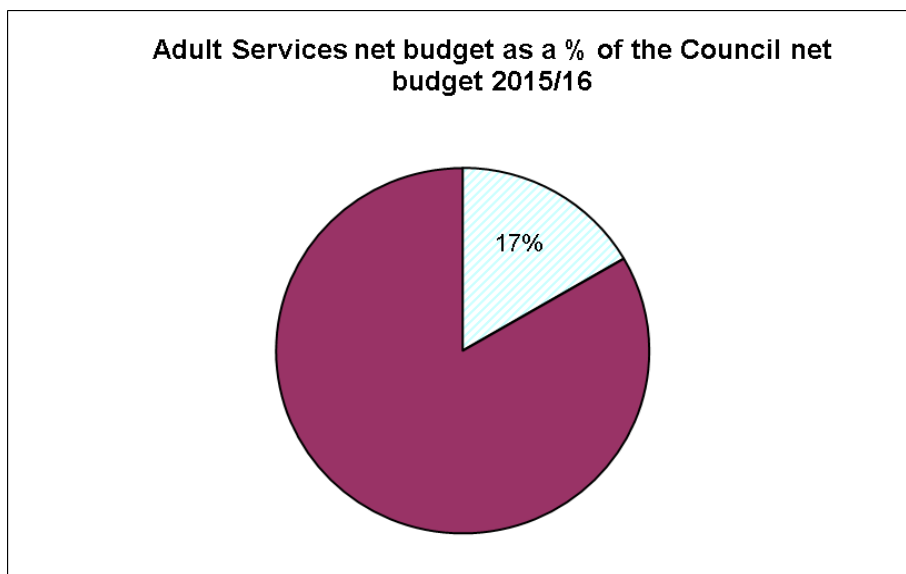
There are 650 full time equivalent established posts within Health & Social Care managing 7,771 case allocations.

The charts below show the budgets for these service areas as a percentage of the overall Council budget.

Children's Services net expenditure budget 2015/16= £45,620,000.



Adult Services net expenditure budget 2015/16 = £95,654,000.



Total Council net expenditure budget (all services) £570, 219,000.



Benchmarking

As part of our 2015/16 corporate commitments, Social Services were required to evidence how we 'benchmark service performance with core cities, or relevant benchmark organisations, in order to drive better outcomes for citizens, businesses and visitors'.

An exercise was undertaken to compare the 2014/15 Children's Services outturn with the 2014/15 all Wales average. This gives an overview of how Cardiff is performing in comparison to other Welsh authorities and is also used to inform target setting. Work is undertaken on a quarterly basis to consider quarterly performance against the 2014/15 all Wales average to monitor continuous improvement. Work to compare performance data between Cardiff and English authorities comes with inherent difficulties relating to differences between overall datasets, detailed PI definitions and legislative differences. The top 10 most comparable English cities have been identified, but a decision has been taken to put this work on hold following the release of new performance reporting requirements under the Social Services & Wellbeing (Wales) Act 2014. The Director has recently joined peer Directors in a Social Services Core Cities network (principally relating to Children's Services) where best practice and comparative performance work can be furthered.

Adult Services benchmarks extensively, liaising with other authorities in support of specific actions such as policy decisions, strategy development, and commissioning services, as well measuring ourselves against them on an ongoing basis through our performance management framework. In 2015/16 we have benchmarked in the areas of Direct Payments, Meals on Wheels, Drug and Alcohol Social Work provision, Extra Care commissioning, Transitions for Care Leavers, Adult Placement commissioning, the Unison Ethical Care Charter and Advocacy commissioning.

Consideration is being given to working with other Welsh authorities during the development of the new PIs in 2016/17 which is being treated as a benchmarking year for the authority due to changes in performance reporting requirements.

In relation to referrals / the Multi-Agency Safeguarding Hub (MASH) - there has been learning from Cwm Taf in relation to their developments for the MASH. This includes:

- Barriers and challenges that they faced during development.
- Having the right people on the project board for decision making and consistency.
- Staffing capacity and resource availability.

The MASH Project Manager has also been in contact with other Local Authorities (such as Staffordshire and Gloucester) regarding the development of Information Sharing Protocols.

In relation to complaints, information regarding the approach to commissioning Stage 2 Complaints Investigations has been collated. During 2015/16 meetings and discussions took place with Commissioning and Procurement to consider the outsourcing of Stage 2 investigations to improve efficiency within the complaints process. Further work is planned as one Directorate in 2016/17 to carry this work forward.



APPENDIX 7 VIEWS OF SERVICE USERS

If service users and carers are involved in planning and reviewing social care services, those services are more likely to meet their needs. Social Services believe it is important to involve and consult with service users and carers so that their views are listened to. Some examples of this during 2015/16 include:

Children

Children's Services held two consultation events with children and young people – a Listening Event in March and a face to face challenge session with young people based upon their own analysis of this report. Feedback from both these events was:

- Young people would like to be consulted more about their looked after reviews – including where the reviews take place and how the experience was for them. Young people have asked to be involved in work to update the Looked After Review Consultation Document.
- Young people requested that contact arrangements are more sensitive to individual circumstances and more reflective of family life.
- Although concerns were raised about the number of Personal Advisers, very good feedback was received from a number of young people about the quality of support received from the Personal Adviser Service, which they value highly.
- Young people would like a user friendly version of this report.

In addition to this:

- Children and young people were consulted during the development of the Corporate Parenting Strategy.
- Young people were also involved in the interview process for Personal Advisers during the year, and there are plans to expand on this in 2016/17.

Adults

Adult Services approached a number of stakeholder organisations regarding the challenge process and they responded positively, being keen to engage and provide feedback. Common themes emerging from the feedback were:

- The report is lengthy.
- Suggestions that there be an 'Easy Read' format / version.
- Case studies are good and valuable.
- Suggest more service user / carer quotes.



- Feel in some areas we 'under play' the challenges e.g. Delayed Transfers of Care and the instability of the Domiciliary Care market.
- Partnership working could be expanded upon.
- All were grateful that they had been consulted and for the opportunity to comment.

In addition to this:

- The Day Opportunities Strategy for Older People was completed during 2015/16 with a consultation period of approximately 3 months. 213 written consultation responses were received and fed into the draft strategy, which was submitted to Cabinet in March 2016.
- Providers who wish to provide Home Support Services to the City of Cardiff Council are accredited by the Council and enrolled on the online Approved Provider List (APL). This system aims to increase capacity in the market and whilst monitoring and improving the quality of services. Every offer submitted is evaluated using a quality:price ratio of 50:50. The quality 50% aspect is made up of service user feedback obtained from completed domiciliary care customer satisfaction surveys. Any negative comments of formal complaints are also followed up as part of this process.
- The Adult Services Customer Satisfaction framework came to an end on the 31st March 2016 with the introduction of the Social Services & Wellbeing (Wales) Act 2014. As part of the implementation plan for the Act, a Performance Management Task and Finish Group was set up in 2015/16 to ensure we have a consistent approach across the region. Recently a Cardiff and Vale of Glamorgan subgroup has been formed to look at the collation of qualitative data. This qualitative data will include asking people about their experience of Social Services and whether this has contributed to improving their wellbeing.



APPENDIX 8 COMPLAINTS AND REPRESENTATIONS

The current arrangements for managing complaints separately in relation to children and adults receiving social services do not effectively support a coherent approach to quality assurance across social services as a whole and this hinders effective learning from their outcomes. Performance in relation to complaints is variable as a result. These arrangements are currently under review and a single integrated function will be introduced in 2016/17 as part of a wider Social Services Business Unit.

Children

Children's Services received 135 complaints during 2015/16, a 44% decrease on the 195 complaints received during 2014/15. 20 complaints were received direct from children and young people (or an advocate) during the year compared with 26 in 2014/15.

There were 9 Stage 2 investigations initiated in 2015/16 compared with 12 in 2014/15 and there were no Stage 3 Review Panels, compared with 1 in the previous year. There were 4 referrals to the Public Service Ombudsman for Wales, compared with 1 in 2014/15.

Stage 1 complaints are resolved effectively which means that only a small percentage of complaints – 7% (9 / 135); proceed to Stage 2, Stage 3 or the Public Service Ombudsman for Wales.

Adults

Adult Services received 75 complaints during 2015/16, a 25% increase on the 60 complaints received during 2014/15.

There were 3 Stage 2 investigations in 2015/16 compared with 5 in 2014/15, and there were no Stage 3 Review Panels, compared with 1 in the previous year. There were 2 investigations by the Public Service Ombudsman for Wales, the same as in 2014/15.

Stage 1 complaints are resolved effectively which means that only a small percentage of complaints – 4% (3); proceed to Stage 2 or the Public Service Ombudsman for Wales.

Themes

From the complaints received during 2015/16, the following themes were identified in relation to children and adults:

- Complaints are around quality of care e.g. service delivery / missed calls.



- Case management and review e.g. unhappy with service provided by social worker and / or assessment outcome.
- Other - examples from Children's Services include:
 - Financial matters relating to Special Guardianship Orders.
 - Issues relating to contact between looked after children and their families.
- Other - examples from Adult Services include:
 - Learning Disabilities services where college placements have not been funded.
 - Time taken to undertake assessment and decision making process.



APPENDIX 9 GOVERNANCE AND ACCOUNTABILITY

Council Values and Priorities

Supporting and protecting vulnerable people remains one of the Council's 4 Top Priorities and this is reflected in the continued and direct support provided to Social Services during 2015/16. In the context of significant Council wide financial challenges; the Council has realigned Social Services' budgets to the value of £7.2m and identified additional funding both for demographic growth and for specific pressures to the value of £1.74m. Taken together with the Council's other three priorities and the refresh of the Council's Core Values, Social Services provision is seen as playing an essential strategic role in improving outcomes for citizens, families and communities across the city.

The Children & Young People and Community & Adult Services Scrutiny Committees play a significant role in supporting the drive towards improved performance across Social Services. Both Committees have undertaken discrete inquiries in order to strengthen the corporate profile of key challenges that impact on vulnerable people.

Strengthening Social Services as a Unified Entity

Since July 2013, services for children and adults benefited from dedicated but separate Director leadership during a period where it was necessary to focus on critical areas of improvement. In 2014/15, the Council concluded that it was timely, particularly in light of the Social Services & Wellbeing (Wales) Act 2014 and to enable better strategic integration, to establish a single Social Services Directorate under a single Director with effect from 2015/16. This is intended to secure a stronger focus on 'whole family' / whole system approaches and on stronger integration with partners, taking advantage of opportunities to share innovations, resources and costs more effectively.

Robust Improvement & the Organisational Development Programme

The Children's Services Improvement Board, chaired by the Chief Executive and supported by an external Independent Support Team, continued to play a critical role in challenging practice, ensuring progress against an agreed Improvement Plan and unblocking in-Council barriers to change. The Children's Services Improvement Plan was also given close consideration throughout the year by the Council's Challenge Forum, chaired by the Leader and supported by a range of external peers and 'critical friends'. Along with Education, Children's Services were the first Directorates in the Council to participate in the newly established Challenge Forum and to benefit from the growing organisational learning culture that flows from it.

Given the progress achieved in year in Children's Social Services it was agreed that the Children Services Improvement Board could be stood down and the improvement agenda is now



integrated on a business as usual basis. This allowed us to turn our attention to the creation of a wholly different and city wide approach to supporting children and families on a universal basis rather than the more narrow and inward focus on the statutory service alone. Together with senior partners and chaired by the Chief Executive, it is our belief that real change for children more broadly and in terms of preventing the need for statutory intervention, will only come when the whole community prioritises children and enables their growth and development as the basis of all our futures. The Council and its partners have therefore, committed to work towards making Cardiff a 'Child Friendly City'.

These developments have been further extended by the Chief Executive's Organisational Development Programme which is designed to strengthen performance management, innovation, cross-Directorate working and transparent accountability. As part of that a Vulnerable Children and Families Board chaired by the Director of Social Services, was established incorporating all relevant statutory and third sector partners. This enabled the strategic objectives of partners and other Council Directorates to be more effectively aligned so that a shared commitment to better outcomes for children can be translated into tangible programmes of change. Importantly, this has led to a stronger commitment to release funding into a shared resource, to enable the changes to take place, including joint funded posts. The new partnership played a key role in progressing Multi Agency Safeguarding Hub developments, the development of an Early Help Strategy, and the development of new solutions to accommodation for independent living for young people and care leavers.

An Adult Services Improvement Board similar to the Children's Services predecessor was established in the Autumn, again chaired by the Chief Executive. The Director and the Board were supported in their improvement agenda by an independent 'diagnostic' that was undertaken by a Welsh Local Government Association (WLGA) associate and presented to the Community & Adult Services Scrutiny Committee and to the Challenge Forum. This enabled the early development of an improvement plan that focused on the key ingredients of success and included the Social Services & Wellbeing (Wales) Act 2014, an overall structure for the new Directorate, Integration, Performance and Budget. In addition the improvement plan has enabled better 'grip' on the development of new models of delivery. Again the Organisational Development Programme played a significant role in supporting this agenda.

In addition, all Directorates are subject to challenge at regular 'Star Chamber' meetings which focus on high level performance issues and this will be further facilitated by the newly integrated Social Services Directorate.

Staff Engagement

The key factor for the successful development of new ways of delivering services to the community is the active engagement of staff. In addition to good engagement by Directorate staff in Chief Executive led roadshows, the Directorates continued to engage directly with front-line staff utilising different media, including newsletters; work shadowing by the Director; staff shadowing the Director for a day; facilitated staff workshops with the Director; regular management team development forums with Team Managers.



Corporate Parenting Advisory Committee (CPAC)

2015/16 was the first full year of the newly constituted committee, having replaced the previous panel and strengthened the Council's commitment to good Corporate Parenting. CPAC managed a highly active work programme during a year which included the production of the Council's first Corporate Parenting Strategy. This comprehensive strategy binds partners together around a well-articulated set of strategic priorities for Looked After Children and Children in Need of Care and Support. In addition to its monitoring activity and consideration of regulatory reports and a quarterly complaints report, the Committee considered the experiences of adopters and adopted children; the impact on outcomes of the new Gateway Housing service for Young People; the progress achieved in relation to Care Leaver training and employment placements; the work of the Advocacy Provider; and the key work being undertaken to strengthen educational attainment for looked after children. A number of Committee members visited front line teams and spent a day at a 'listening event' with young people to get a better understanding of their perspectives and needs. A separate Annual Report has been prepared for consideration by Cabinet and Council.

Social Services & Wellbeing (Wales) Act 2014 (SSWB)

Good regional governance and project management arrangements were in place to maximise readiness for the Act in April 2016. These have built on the pre-existing arrangements established to promote health and social care integration. A wide range of staff and managers have been involved in national consultation events as the tranches of draft guidance have been issued. Although significant numbers of staff have engaged in SSWB awareness training, this and the consultation events have been taken up in the knowledge that the time available between the issue of new guidance issue and in-house preparatory work to enable effective implementation is highly challenging. We have established a regional post to facilitate implementation and engaged similar support to align this with the Workforce Development dimension, for which the Director of Social Services in Cardiff is the regional lead Director.

Corporate Safeguarding Board

The Corporate Safeguarding Board was established in March 2015. Reflecting the significance of its corporate remit, the Cabinet Member for Corporate Services and Performance took over the role of Chairperson at the Board's July meeting. The Terms of Reference and overall purpose include:

- Ensuring the compliance of all Council Directorates with key safeguarding requirements in relation to children and vulnerable adults.
- Promoting effective cross-Directorate safeguarding practice particularly in terms of information sharing and data collection, front-line operational awareness, staff training and wider partnership engagement.

A separate Annual Report of the work of this Board is due for consideration by Cabinet.



APPENDIX 10 PARTNERSHIP WORKING

Children's Services have undertaken some good examples of strategic partnerships during the year. These are referenced throughout the report and include:

- Development of an Early Help Strategy
- Continuation of work within the Cardiff and Vale of Glamorgan Safeguarding Children Board
- Remodelling services for disabled children
- Development of a Multi Agency Safeguarding Hub
- Implementation of Regional Adoption Service
- Social Care Workforce Development Programme

In Social Services, the Cardiff & the Vale of Glamorgan Integrated Health and Social Care (IHSC) Partnership submitted a number of investment proposals for older people, adults with learning disabilities and children with complex needs at the beginning of 2016 via the Intermediate Care Fund. This was to include a Discharge to Assess project for domiciliary care. An outline implementation plan was included in the proposal. The overall aim of this work is to allow:

- Individuals aged 65 years plus the opportunity to leave hospital at an earlier stage, with access to an appropriate assessment of need within their own home environment as opposed to a ward environment and provide them with improved access to a reablement service where potential improvement is identified.
- Reduce the number of delayed transfers of care associated with community assessment / arrangements across Cardiff and the Vale.
- Ensure clarity of referral pathway for patients returning home, where currently there is confusion as to whether the Integrated Discharge Service or Community Resource Team is the correct route to follow.
- Ensure robust assessment of individual needs and ultimately more prudent use of social care / health resources.
- Avoid the unnecessary placement of individuals into institutional care, thus maximising care home capacity for those who really need it.

If funding is agreed the scheme will commence from the 1st April 2016.

The IHSC Partnership continues to monitor the delivery of work funded for adults through the Intermediate Care Fund and namely the following four projects - Single Point of Access, Preventative Interventions, Accommodation Solutions and (as mentioned above) Discharge to Assess. In December 2015 the Welsh Government confirmed the arrangements in relation to the remaining Intermediate Care funding (ICF) for the 2015/16 financial year. The focus of the remaining fund was to reduce the number of people who are delayed from returning home following admission to hospital. Cardiff and the Vale were allocated an additional £190k.

This is the final year of a three-year Regional Collaboration Fund Grant. This year the programme has been scaled down to reflect the reduction in the budget. It is focussing on two projects - Enhanced Reablement Services and Enhanced Services for People with Learning



Disabilities. The projects delivered in years 1 and 2 are either completed or have become business as usual. The projects in their third year continue to trial new models of working ensuring that these are delivered collaboratively across two or more of the partner organisations. The projects are working towards outcomes in line with the criteria set out in the grant bid.

**CITY OF CARDIFF COUNCIL
CYNGOR DINAS CAERDYDD**



CABINET MEETING: 27 JULY 2016

**RESPONSE TO THE REPORT OF THE COMMUNITY AND ADULT
SCRUTINY COMMITTEE REPORT ENTITLED “HOW TO REDUCE
CRIME AND DISORDER IN THE NIGHT TIME ECONOMY IN A
TIME OF AUSTERITY”**

REPORT OF CORPORATE DIRECTOR RESOURCES

AGENDA ITEM: 8

**PORTFOLIO: SKILLS, SAFETY, & ENGAGEMENT (COUNCILLOR DAN
DE’ATH)**

Reason for this Report

1. To provide a response from Cabinet to Community and Adult Services Scrutiny Committee following their report ‘How to Reduce Crime and Disorder in the Night Time Economy in a Time of Austerity’.

Background

2. The ‘How to Reduce Crime and Disorder in the Night Time Economy in a Time of Austerity’ inquiry reported in March 2016.
3. The Terms of Reference of the inquiry were:
 - To take a solution focused approach to identifying how best to reduce crime and disorder in the Night Time Economy (NTE) in Cardiff in a time of reducing public and third sector resources, including:
 - Exploring the role of licensing, Business Improvement Districts (BID), Late Night Levy, taxi marshals, street pastors and Alcohol Treatment Centres:
 - Exploring partnership working and resource allocation associated with managing the Night Time Economy in Cardiff.
 - To gather stakeholders’ views with regard to the above, including statutory partners, city centre business representatives, third sector organisations representatives and relevant Cabinet Members and Cardiff Council officers.
 - To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff, including the work of the South Wales Police and Crime Commissioner’s Violent Crime Reduction team.

- To make evidence based recommendations to improve the reduction of crime and disorder in the Night Time Economy in Cardiff in a time of austerity.

Issues

4. The Scrutiny inquiry report contained 15 recommendations, the proposed response to which is attached at Appendix A.

Reason for Recommendation

5. To enable the Cabinet to respond to the Community and Adult Services Scrutiny Committee report entitled 'How to Reduce Crime and Disorder in the Night Time Economy in a Time of Austerity'.

Financial Implications

6. Whilst this report has no direct financial implications, the financial impact of implementing any accepted recommendations will need to be considered and implemented having regard to budgets available and inclusion in the Medium Term Financial Plan. Where recommendations are linked to the Business Improvement District, any financial implications of this report will need to be considered as part of its establishment.

Legal Implications

7. All decisions taken by or on behalf of the Council must (a) be within the legal power 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. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

RECOMMENDATION

Cabinet is recommended to agree the response to the Community and Adult Services Scrutiny Committee report entitled 'How to Reduce Crime and Disorder in the Night Time Economy in a Time of Austerity' (Appendix A).

CHRISTINE SALTER

Corporate Director
21 July 2016

The following appendix is attached:

- Appendix A - Response to the recommendations of the Community and Adult Services Scrutiny Committee March 2016 entitled 'How to Reduce Crime and Disorder in the Night Time Economy in a Time of Austerity'

APPENDIX A

RESPONSE TO THE RECOMMENDATIONS OF THE COMMUNITY AND ADULT SERVICES SCRUTINY COMMITTEE REPORT MARCH 2016 ENTITLED HOW TO REDUCE CRIME AND DISORDER IN THE NIGHT TIME ECONOMY IN A TIME OF AUSTERITY

R1. At a Cabinet Member level, identify a single Night Time Economy champion, to provide strategic and tactical leadership within the Council, covering the range of issues associated with the Night Time Economy including crime and disorder, and ensuring that the Council's legal responsibilities and duties are met.

Response – This recommendation is accepted.

The Cabinet Member for Skills, Safety and Engagement has taken on the role of Night Time Economy Champion.

R2. Ensure that the Night Time Economy Champion has lead responsibility for the development of the action plan that will be required in response to the Welsh Government's 'Framework for Managing the Night Time Economy in Wales'.

Response – This recommendation is accepted.

The Cabinet Member for Skills, Safety and Engagement has tasked officers with developing a Night Time Strategy for the city. This will take into account Welsh Government's final Framework, once published.

R3. Task officers to clarify the roles and responsibilities of the various partnership groups and meetings that take place and the relationship between those that take place under the remit of the Cardiff Partnership Board and those that take place under the remit of the Cardiff Business Improvement District, to ensure that strategic and tactical conversations take place at the right level and at the right time and that there is better clarity about joint decision making for all issues relating to Night Time Economy issues.

Response – This recommendation is accepted.

The newly-formed Cardiff Public Services Board, chaired by the Leader, has taken over responsibility for partnership working from the Cardiff Partnership Board. It met for the first time on 24 May 2016. Statutory members include the City of Cardiff Council, the Cardiff & Vale University Health Board, South Wales Fire and Rescue, with South Wales Police, the Assistant Police and Crime Commissioner, and the National Probation Service attending as 'invited participants', along with other partners. The Board is reviewing the current

position in terms of partnership governance and reporting, taking into account the various groups, meetings and work streams currently in existence. The Night Time Economy will be borne in mind as the review progresses.

When it met in May, the Board agreed that an invitation should be extended to the Chair of the Business Improvement District, in the event of a positive ballot, to ensure that firm links with the private sector are maintained and improved. This will help to ensure future clarity around service provision and joint decision making. Now that a positive ballot has been received the Leader has issued this invitation.

R4. Task officers to work with existing operational delivery partners across the Night Time Economy to first, prepare an audit of existing resources which are input from a range of partners to meet the costs of managing crime and disorder in the Night Time Economy and secondly, identify those that are not secure, not sustainable, stretched and/ or have recently been reduced.

Response – This recommendation is accepted.

This work will form part of the development and implementation of the Night Time Economy Strategy.

R5. Ensure that the Night Time Economy Champion takes the lead in holding an open conversation with all relevant partners on how to ‘shrink together not shrink apart’, by identifying and agreeing solutions to secure sustainable funding for the essential mechanisms that work in Cardiff, including: taxi marshals, street pastors, the Alcohol Treatment Centre and Operation Mistletoe.

Response – This recommendation is partially accepted.

The Night Time Economy Champion will ensure that discussions take place with Council partners to investigate how existing services could be sustainably funded in the future. The establishment of the new Cardiff Public Services Board gives us an opportunity to improve and build upon Cardiff’s existing successful approaches to partnership working, avoiding the pressure to ‘shrink apart’ discussed in the in the Scrutiny Committee’s report. The development of a Night Time Economy Strategy will bring partners and the Council together to assess current provision and confirm how city leaders want the night time economy and services to look like in future years. In order to gain strong partner backing and to ensure co-design the delivery of these services, the Night Time Strategy will be subject to partner consultation and be presented to the Safer and Cohesive Communities partnership Board for endorsement.

R6. As part of identifying and securing sustainable funding for the essential mechanisms that work in Cardiff, task officers to implement a Late Night Levy, with a legal

agreement between Cardiff Council and the South Wales Police and Crime Commissioner to make it transparent that the monies raised by the Levy will be spent in Cardiff on tackling Night Time Economy crime and disorder issues.

Response – The recommendation is partially accepted.

Before introducing a levy, the local authority must conduct a full consultation including the police, the relevant Police and Crime Commissioner, licensed premises, residents and other stakeholders. There are currently seven levies in place across England, but there have been a significantly higher number of councils who have considered and rejected the introduction of a late night levy. These include cities similar in size and nature to Cardiff, such as Bristol, Leeds and most recently, Liverpool who, following an intensive consultation, rejected the need for a levy.

These Councils have determined that a BID scheme would provide a more targeted spending of funds and develop a more inclusive approach toward managing the night time economy. Similarly, the Cardiff BID is committed to investing in the management of the evening and Night Time Economy, and the BID will work closely with the Police and the Council to design a programme of investment that will include the creation of dedicated additional police resource.

The BID Task Group made a commitment to dedicate an amount equivalent to or greater than the amount that would be collected through the Late Night Levy, should one be sought to be introduced, in order to contribute to the management of the Night Time Economy. Therefore, all licensees located within the BID area and paying the BID levy would be exempted from a Late Night Levy. Furthermore, any licensed businesses within the BID area that fall below the BID threshold will be able to take out voluntary membership of the BID; in return the BID would pay these businesses' contribution to any future Late Night Levy.

The impact of the BID's contribution to the Night Time Economy would need to be reviewed before any further decision on the Late Night Levy is taken.

R7. Task officers to ensure that all relevant sections of the Council involved in managing the Night Time Economy are involved in the conversations to develop and implement the Cardiff Business Improvement District.

Response – This recommendation is accepted.

Officers contributed constructively to the development of the BID and will continue to work in close partnership with BID members now that a positive ballot has been received.

R8. Continue to have strong and constructive conversations with the Cardiff Business Improvement District working group to ensure Night Time Economy issues are kept on the table so that proposals to add to and enhance service provision to tackle these issues appear in the final business case.

Response – This recommendation is accepted.

Following constructive and positive engagement between officers and BID task group members, the BID Business Plan made a strong commitment to the development of the Night Time Economy in Cardiff. The Business Plan confirmed support for investment in the management of the evening and night time economy; the aim to strengthen business participation with crime reduction partnerships and new or improved business crime management initiatives; and that the BID will add value to existing night time economy schemes such as the Street Pastors and Taxi Marshalls.

As stated above, the Chair of the Chair of the Business Improvement District has been invited to attend the Cardiff Public Services Board in order to ensure an ongoing link between the BID, the Council and public sector partners in progressing this agenda.

R9. Clearly acknowledge that the Cardiff Business Improvement District will not pay for existing Night Time Economy services, including those to tackle crime and disorder.

Response – This recommendation is accepted.

The services and projects which can be provided through a Business Improvement District must be in addition to services provided by the local authority.

R10. Task officers to work with British Transport Police and taxi forums to develop and implement mechanisms to regulate drinking on trains and in taxis on the way into and out of Cardiff city centre.

Response – This recommendation is accepted.

There are no laws to prevent drinking alcohol in a taxi or on a train (Transport for London and some rail companies have policies in place to prohibit consumption of alcohol when using their services). Any mechanisms put in place would need to be considered carefully to ensure they are capable of addressing this issue. The Cabinet will refer this matter to the Licensing Committee for action.

R11. Task officers to work to support and encourage late night street entertainments as a way of addressing the boredom which can lead to crime and disorder in the Night Time Economy.

Response – This recommendation is partially accepted.

Late night street entertainment will be considered as the Night Time Economy Strategy is developed.

R12. Task officers to set out an awareness raising campaign to inform Members and partners about the Licensing Act 2003 and the limitations these place on the licensing function of Cardiff Council.

Response – This recommendation is accepted.

In 2012, the Regulatory Service hosted an event for all elected members outlining the provisions of the Licensing Act to enable members to play a full role in representing the concerns of their communities. The Cabinet will make arrangements for those events to be repeated later this year.

R13. Task officers to put in place a robust system to enable statutory partners to work together at an early stage to support objections where it is believed a license would have a negative impact on the Council's licensing objectives.

Response – This recommendation is accepted.

The Council already hosts regular meetings of the organisations identified as responsible authorities under the Licensing Act 2003. These meetings deal with issues arising from the Council's licensing policy, any changes in legislation and identified problem areas; the latter point may include premises whose operation is having an adverse impact upon local communities or where applications are received to begin selling alcohol which could have a negative impact upon the area.

It is important to understand that the Licensing Service within the Council has to achieve a separation of responsibilities to ensure procedural fairness and eliminate conflicts of interest. In Cardiff licensing determinations are made by the Licensing Subcommittee comprising elected members of the authority, advised by a licensing officer. A separation is achieved by allocating distinct functions (i.e. those of licensing authority and responsible authority) to different officers within the service.

R14. Task officers to ensure Licensing Committee Members are informed that licensing conditions can be used to ensure premises do not hold drinking games or 'carnage' events.

Response – This recommendation is accepted.

The 2003 Act allows mandatory conditions to be included in every licence to control irresponsible drinks promotions. Irresponsible promotions can include activities, whether drinking games or not, which may require or encourage individuals to drink a quantity of alcohol within a time limit, or drink as much alcohol as possible within a time limit or otherwise. This condition is added to all licence conditions in the City.

Any elected member who is appointed to service on the Licensing Committee must undergo training on the 2003 Act to understand their role in determining applications before they are allowed to sit as Committee members. This training includes the use of licensing conditions to promote the licensing objectives.

R15. Task officers to ensure that high profile joint enforcement visits are undertaken between licensing authorities, Environmental Health, Fire Service and Trading Standards to check door supervisors, health and safety, fire prevention, noise nuisance controls and compliance with licensing conditions.

Response – This recommendation is accepted.

The Regulatory service (Licensing, Trading Standards and Environmental Health) already works closely with other enforcement agencies to ensure that the licensing objectives are observed. These initiatives will continue along with the partnership working with the Licensees Forum.