

**CABINET: DYDD IAU, 11 MEHEFIN 2020, 12.00 PM**

---

Cynhelir Cyfarfod Cabinet a Cyfarfod Gweddill – MS TEAMS Dydd Iau, 11 Mehefin 2020,  
12:00pm

---

**A G E N D A**

**Arweinydd**

- 1 Ailgychwyn, Adfer, Adnewyddu: Y Camau Nesaf Ar Gyfer Caerdydd Yn ystod Argyfwng Covid-19 (*Tudalennau 3 - 104*)

**Cyllid, Moderneiddio a Pherfformiad**

- 2 Ymateb Cyngor Caerdydd i Argyfwng COVID-19 o Bersbectif Rheolaeth Ariannol (*Tudalennau 105 - 138*)

**Tai a Chymunedau**

- 3 Ymateb i effaith Covid-19 ar Raglen Cyflenwi Tai Cyngor Caerdydd. (*Tudalennau 139 - 150*)

**Investment & Development and Strategic Planning, Transport & Environment**

- 4 Strategaeth Adfer Caerdydd (*Tudalennau 151 - 206*)

**PAUL ORDERS**

Chief Executive

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

Mae'r dudalen hon yn wag yn fwriadol

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 11 JUNE 2020**

**RESTART, RECOVER, RENEW: NEXT STEPS FOR CARDIFF  
DURING THE COVID-19 CRISIS**

**LEADER (COUNCILLOR HUW THOMAS)**

**AGENDA ITEM: 1**

**Reason for this Report**

1. To agree the Council's strategic response to the pandemic and the planned approach to restarting council services as national lockdown measures are eased.

**Background**

2. In March 2020 the Council transitioned to an essential service model to respond to the extraordinary challenges presented by novel coronavirus (Covid-19). This meant that a range of services were either adapted, suspended or, in some instances, established for the first time.
3. In accordance with the latest advice and guidance issued by Public Health Wales and UK/Welsh Government and consistent with the principles established by the Cabinet in Capital Ambition, the Council's approach was informed by the following key principles:
  - Preventing the spread of infection
  - Ensuring the health and safety of staff, service users and citizens
  - Prioritising key frontline services and support for vulnerable people
4. In response to the lockdown, most council services have been operating on a crisis footing, with essential front-line services being in operation and staff working from home wherever possible.
5. On 15 May 2020 the Welsh Government set out their national framework 'Unlocking our Society and Economy'. This document outlines a traffic light approach to gradually relaxing the current lockdown. The reopening process will be asymmetric, with restrictions being eased more quickly in some areas than others, based on advice from Public Health Wales.
6. The Welsh Government's framework makes clear that the environment within which the Council will be delivering services, and within which the city economy must operate, will for the foreseeable future involve: mandatory social distancing alongside a clear direction to work from

home, where possible; the phased ‘restart’ of wide range of public services and of the economy; and continued proactive work to prevent the further spread of the virus whilst also planning for potential future ‘peaks’.

7. This report sets out the critical challenges associated with restarting or repurposing council services to function effectively, sustainably and safely, and establishes the principles and planning assumptions for the restart of services. A comprehensive ‘Restart: Operational Plan’ is attached as Appendix 1 to this report. Given the rapidly moving situation, this Restart Plan will be a ‘live’ document that will need to be updated as UK/Welsh Government and public health guidance changes. This plan is supported by detailed directorate level ‘Restart Plans’.
8. The report also sets out the Council’s wider framework for supporting the response to the economic crisis and the recovery of the city economy and for leading a city-wide approach to Cardiff’s post-crisis renewal, which will be the subject of a report to Cabinet in the near future.

## **Issues**

9. The World Health Organisation declared a global health emergency in relation to the novel coronavirus on 31 January 2020. In response, on 11 February 2020, the Director of Public Health for Cardiff and the Vale of Glamorgan briefed the Council’s senior management team on the nature, likely development and potential impact of Covid-19 on Cardiff.
10. Following this meeting the Cabinet was briefed on the potential implications for the Council and the city and, in accordance with the Cabinet’s direction, the Chief Executive instructed that preparations be made to stand-up the Council’s Emergency Management arrangements under the Civil Contingencies Act 2005. This approach has provided robust governance and supported clarity of decision making over the course of the crisis, and has drawn upon the capacity and capability that the Council has built up over many years of managing international events and responding to extreme weather events. On 25 February 2020 Covid-19 became a standing item on the Council’s weekly Senior Management Team agenda and on 19 March 2020 a Strategic Coordinating Group, chaired by Chief Executive and reporting through to the Leader and Cabinet, was established to lead on a cross-Council approach to preparing the organisation for the impact of Covid-19.
11. From the outset, it was clear that the crisis was likely to have significant financial implications for the Council, both in terms of additional costs and loss of income. The Section 151 officer, therefore, established systems to monitor the financial impact of the crisis. The Council’s approach to financial management in response to the Covid-19 crisis is set out in detail in an accompanying Cabinet report.
12. Recognising the importance of civic leadership and partnership working across public services in responding effectively to the crisis, on 13 March 2020 the Council convened the Joint Public Services Board (PSB) with

the Vale of Glamorgan to discuss the development of a cross-public sector approach to Covid-19.

13. On 23 March 2020, the UK Government announced a UK-wide 'lockdown' in order to limit the spread of the Covid-19 virus. In response, the Council transitioned rapidly to an 'essential services' model. Three core principles were immediately established to guide the Council's response:
  - Ensuring the resilience of services critical to our Covid-19 response;
  - Doing all we can to protect our most vulnerable citizens and our staff, and;
  - Stopping the spread of the virus.
14. The lockdown has had a major impact on all aspects of city life and public services and in the weeks following the announcement on 23 March 2020 the Council went through a period of unprecedented change and innovation, which has been summarised in the Joint Cabinet Statement that was considered at a meeting of the Council held remotely on 21 May 2020.
15. This was given additional impetus by partnership working between public services partners. At a strategic level, the Cardiff PSB has continued to meet, chaired by the Leader of the Council, to provide cross-public service leadership and direction, supported by weekly operational multi-agency meetings chaired by the Council's Chief Executive. A partnership approach has been taken in addressing a series of issues, including the establishment of the Dragon's Heart hospital, the interface between Health and Social Services and across a wide range of community safety related matters.
16. At all times, the Council has sought to communicate the rapid service changes clearly and concisely to the public, to councillors and to local and national partners. Social media sentiment in relation to the Council's response and feedback from citizens, members and partners on the Council's approach has been consistently positive.
17. The Cabinet is clear that, in the face of the emergency situation, a great deal of positive change has been enacted across many council service areas. The focus on responding to an urgent and unifying purpose of supporting the city through the crisis, allied to the dedication and resourcefulness of staff, as well as freedom from a number of regulatory and statutory requirements, has supported a level of service innovation, implemented at speed and in partnership, which the Cabinet wishes to see maintained as the Council and the city move into the new phase of the crisis.

#### Impact of Covid-19 on Cardiff

18. The Council, working closely with partners, have been closely tracking key data sets to ensure that the position in Cardiff is well understood and that the response of the Council and its partners is informed by the latest

evidence. This has involved regularly reviewing data published by Public Health Wales and the Office for National Statistics (ONS).

19. The latest ONS figures indicate that there were 341 Covid-19 deaths in Cardiff up to 22 May 2020, which includes deaths registered up to 30 May 2020. Of these, 186 were in hospitals (54.5%), 121 were in care homes (35.5%), 27 were at home (7.9%), 5 were in hospices (1.5%), 1 was in another communal establishment (0.3%) and 1 was ‘elsewhere’ (0.3%).
20. The fatality rate in Cardiff of 92.9 deaths per 100,000 population is the fourth highest for a local authority area in Wales, below Rhondda Cynon Taff, Merthyr Tydfil and Newport and the third highest across nine Core Cities in England & Wales (behind Liverpool and Birmingham).
21. The proportion of fatalities in care homes in Cardiff is higher (35%) than the Welsh average (28%). However, analysis undertaken by Public Health Wales demonstrates that the mortality rate – directly or indirectly due to Covid-19 – is consistent with that of other Core Cities when ‘excess deaths’ are considered. This suggests that, in terms of additional deaths, Cardiff is not an outlier but does have a greater number of deaths attributing Covid-19 as a contributor.
22. Provisional analysis by ONS has shown that across the UK the risk of death involving Covid-19 among some ethnic groups is significantly higher. While no clear link is apparent in Cardiff, the Council is keen to engage with and respond to the findings of the Wales BAME Covid-19 health advisory group that has been established by the Welsh Government.
23. ONS also found that, in Wales, the most deprived areas had a mortality rate for deaths involving Covid-19 of 44.6 deaths per 100,000 population, almost twice as high as the least deprived area of 23.2 deaths per 100,000 population (deaths occurring between 1 March and 17 April 2020). Again, no clear link is apparent in Cardiff although the areas (MSOAs) with the four highest Covid-19 fatality rates in the city are those with higher levels of deprivation.
24. The ‘peak’ for fatalities in Cardiff occurred between the 10 and 17 April 2020. Fatalities have fallen consistently in all settings since this point, with some days over recent weeks seeing no recorded fatalities (from those with confirmed Covid-19) in Cardiff.
25. Latest figures (released on 3 June 2020) show that 9,818 tests have been carried out in Cardiff, up from 8,226 seven days previously (released on 27 May 2020). Of these, 2,087 cases have been positive, up from 2,022 seven days previously; an increase of 65 cases (an average of 9.3 new cases per day). This is considerably lower than in the last three weeks of April 2020 when, on average, there were more than 100 new positive cases each day. Similarly, the proportion of tests that have been positive has gradually fallen from a peak of 37.2% on 18 and 19 April 2020, to 21.3% on 3 June 2020.

## Restart, Recover, Renew

26. As set out previously in paragraphs 5 and 6 of this report, the national framework for moving Wales out of lockdown sets out a traffic light approach to gradually relaxing the lockdown, with the expectation that reopening process will be asymmetric, based on advice from Public Health Wales, with restrictions being eased more quickly in some areas than others if the evidence suggests that this would be safe. Similarly, there may be a need to reverse course in some areas should conditions worsen.
27. The national framework makes clear that the environment within which the Council will be delivering services, and within which the city economy must operate, will for the foreseeable future involve mandatory social distancing alongside a clear direction to work from home, where possible; the phased ‘restart’ of wide range of public services and of the economy; and continued proactive work to prevent the further spread of the virus whilst also planning for potential future ‘peaks.’
28. The Cabinet is clear that the administration’s Capital Ambition of building a fairer, greener more prosperous city is more important now than ever. With city partners, the Council will:
  - Lead a capital city that will be at the forefront of a green and inclusive economic recovery in Wales.
  - Tackle the existing economic and health inequalities that will have been exacerbated by both the public health and economic crises.
  - Meet the climate emergency through accelerating the decarbonisation of city infrastructures and public services.
  - Maintain the momentum in public service innovation, through the use of digital technologies, cross-Council integration and cross-city partnership working.
29. The Cabinet has set out a three-stage approach to leading Cardiff’s response to the easing of lockdown and to the ongoing Covid-19 crisis:

**Restart:** Restarting and adapting a wide range of council services in the context of extended stringent social distancing requirements, in tandem with the evolution of national advice.

**Recover:** Implementing a strategic response to help the city recover from the immediate crisis while adapting to an extended period of social distancing.

**Renew:** Working closely with city partners, staff and citizens to set out the future we want for Cardiff post-crisis and how, together, we will make it happen.

## **Restart of Services**

30. As the lockdown is gradually eased in Wales, council services will need to adapt a new phase of the crisis. A number of areas that have not been

operating over the course of the crisis will need to ‘restart’ in an adapted way. Some will not be able to operate over the short to medium term. In the case of the Welsh Government’s Test, Trace, Protect initiative, a new service is being developed from scratch. The Council has therefore been undertaking detailed service planning to prepare for operating post-lockdown.

31. The Cabinet has set out the following principles that have been used to guide this detailed service planning:

- Re-starting services in a way that ensures the safety of staff and citizens.
- Prioritising supporting those most vulnerable to the impact of the virus.
- Working with partners to restart the city economy and city life safely.
- Working at all times working to stop the spread of the virus.
- Being open and engaged, and ready to change approach as new evidence emerges.

32. As part of the Council’s approach to lowering the rate of transmission, the process of reopening services will be managed in a phased manner as part of a disciplined and coordinated corporate process, with every service subject to a risk-based assessment, which will be discussed with the Trade Unions, to ensure that they can operate effective and safely. This will cover all aspects of how services will be delivered in the context of physical distancing and infection control requirements. The Council’s Health and Safety methodology will include:

**Safe Premises** - Each council premises will be subject to an assessment, which applies a corporate template to achieve physical distancing. This includes implementation of safe access/egress, safe use of communal facilities such as welfare provisions, printing, kitchens, meeting rooms and the allocation of safe desk space. The frequency of cleaning of high contact surfaces and provision of hygiene supplies will be included in the assessment.

**Safe Services** - Each service area will complete an assessment checklist, which will highlight risks in relation to interaction with the public, colleagues, contractors, as well as use of equipment and travel in work. A risk assessment will be completed for each service area detailing the required controls in place in line with council policy and national guidelines.

33. Where maintaining 2-metre physical distancing is not possible, Personal Protective Equipment (PPE) will be provided to safeguard staff and service users. The provision of medical grade PPE for social care has been modelled and supplies secured to supplement Welsh Government issue for the medium term based on national guidelines. For non-social care services, PPE will be issued following service area risk assessment, where it is determined that physical distancing is not able to be achieved. Modelling of non-social care PPE, including schools, is currently underway.

34. This health and safety-based approach represents good practice and has been applied to council services, including waste services and hubs & libraries, which have already restarted. In the case of the former, the re-opening of the city's Household Waste Recycling Centres required the introduction of an online booking service. The first phase of the re-opening of libraries on 8 June 2020 was also based on a 'click and collect' booking model. Both services underwent risk assessments as outlined above.
35. The Safety of vulnerable staff is of paramount importance. A section of the Council's workforce have been self-isolating for three months, with this period lasting initially up to 15 June 2020. Those staff at the highest risk from the effects of Covid-19 who are currently shielding will continue to do so for at least a further nine weeks to 16 August 2020 in accordance with the latest advice issued by the Chief Medical Officer for Wales.
36. Staff who were advised to self-isolate due to a medical vulnerability will need to be risk assessed at the end of the period prior to returning to the workplace, where working at home is not possible.
37. Due to current medical knowledge of the characteristics which increase the risk of contracting or suffering more severe effects from COVID-19, there will need to be a wider assessment of the workforce to ensure that appropriate safety controls are in place across the Council's Services. This assessment will be based on the 'National Workforce Risk Assessment for Health and Social Care' and will involve the support of Occupational Health.
38. For those staff who are residing with an extremely vulnerable family member who is shielding in line with NHS advice, the Council will continue to support existing arrangements until at least the 16 August 2020. The Council will continue to risk assess individual circumstances to support staff and their families in protecting those who are most vulnerable from the effects of the virus.
39. Working from home will remain the default position for those council staff who are able to do so for the foreseeable future. This Council-wide change in working practices will need to be supported by new policies, procedures and management practices. For those services where staff cannot work from home, or where face-to-face contact is necessary, robust physical distancing measures will be put in place as detailed in service area risk assessments.
40. Working from home will remain the default position for those council staff who are able to do so for the foreseeable future. This Council-wide change in working practices will need to be supported by new policies, procedures and management practices. For those services where staff cannot work from home, or where face-to-face contact is necessary, robust physical distancing measures will be put in place detailed in Service Area Risk Assessments.

37. The safe restart of services will rely on the supply and allocation of appropriate Personal Protective Equipment (PPE). Provision for Social Care delivery in Cardiff is now well established, with the Council's purchase of supplies of the correct quality and specification of PPE has been essential to supplement equipment provided by Welsh Government, to ensure the safety of staff and citizens in delivery of care. Procurement modelling is based on a 12 week supply requirement, to avoid shortages in stocks held. The wider Council Services requirement for PPE is currently being modelled, particularly for those services and activities where physical distancing of 2m is not achievable. This includes a focus on schools and early years childcare provision, which may regularly involve close contact and personal care where protection from the virus is required, along with robust hygiene controls. The Council has also sourced an appropriate supply of non-medical masks to support staff on re-start of services, where required.
38. In addition to Council services, community groups, other voluntary organisations as well as unpaid carers supporting vulnerable residents will require access to purchasing frameworks or to be issued with appropriate PPE relevant to the work they are undertaking. This need is currently being reviewed to determine the most appropriate way of supporting groups and individuals.

### **Reopening Schools**

39. On 3 June 2020, the Welsh Government Minister for Education announced the next phase for schools in Wales. It is proposed that all schools will reopen on 29 June 2020, with the summer term being extended by one week and ending on 27 July 2020. In the next academic year beginning in September 2020, the intention is to expand the autumn half-term break to two weeks.
40. All children will have the opportunity to attend school to 'check in, catch up and prepare' for the summer break and the new school year in September 2020. This period of opening will focus on making sure that pupils, staff and parents are prepared – mentally, emotionally and practically – for a 'new normal' in September.
41. In each school there will be a phased approach. Year groups will be split into cohorts with staggered starts, lessons and breaks. It is expected that this will mean, at most, a third of pupils being present at any one time, though schools may need time to reach this level of operation. There will be much smaller classes, providing secure dedicated time with teaching staff and classmates.
42. The physical reopening of schools will involve a similarly rigorous process to that applied to other council services. However, for schools, this will involve a three stage approach: firstly, the school building must be inherently safe with any lapsed statutory inspections completed and water systems tested and treated; secondly, the implementation of safety measures for school staff to return and, thirdly, additional safety controls

to permit children to return to lessons. Particular attention will be paid to infection prevention/control including enhanced building and personal hygiene, provision of PPE and arrangements for monitoring symptoms of the virus in staff and children. Early Years and Special Schools will require additional mitigation measures due to social distancing not being possible in all circumstances.

43. The Council's approach will continue to be calibrated to reflect the Welsh Government's announcements, guidance and national framework for decisions relating to the operations of schools and other providers over time in response to Covid-19. This clearly signals that there will not be a single decision, but a series of decisions over time increasing, or if need be decreasing, the operations of schools or other providers. Restart will also require a number of education specific considerations requiring detailed planning, decision making and communication, including: prioritisation of pupils for returning to school; development and confirmation of operational policies; and adaptation of the curriculum and development of support for school staff.

### **Service Adaption and Innovation**

44. The crisis has transformed the delivery model of many council services and it is important that such transformation is locked-in during the next phase of the crisis.
45. For most staff, restart will mean a continuation of modes of operation developed during the lockdown. These constitute a major disruption to normal service delivery arrangements. A range of key services have also had to innovate significantly to adapt to lockdown restrictions. The result has been a level of transformation that now needs to be consolidated.
46. Digitisation has been stepped up across the board. With working from home entrenched as the 'new normal' among much of the workforce, the Council has a real opportunity to change services for the better with long-term implications for the organisation's sustainability and carbon footprint. As remote working continues, it will be increasingly difficult for analogue and paper based processes to function effectively and so they will need to be progressively replaced by digital systems. At the same time, during the crisis, extensive and widely valued online services have been central to the Council's response, not least in hubs and schools.
47. In effect, the Council will depend more than ever on effective support from the Council's ICT services and infrastructure. Similarly, services that can no longer operate on a 'face-to-face' basis will need support to transition towards an online offer, and public consultation and engagement will also increasingly rely on digital channels. Increased digital deprivation and exclusion will therefore need to be carefully mitigated, in terms of both access to services and consultation & engagement for a range of hard-to-reach groups, including: children; older people; Black, Asian and Minority Ethnic (BAME) people; and areas of high deprivation.

48. In terms of specific council services, key areas have been transformed. Homelessness services rapidly developed temporary crisis arrangements to ensure the safety of those sleeping rough and help prevent the spread of the virus. These services will need to be placed on a more sustainable, long-term footing with phase 2 of the Welsh Government's homelessness support, based to a significant degree on the Cardiff approach, highlighting the need for the new arrangements to continue.
49. Likewise, adult social services rapidly adapted operating models to support the most vulnerable in the city. Practice was transformed with teams working digitally, keeping in touch frequently with people with care and support needs, and prioritising essential face-to-face work. The multi-disciplinary single point of access for hospital discharge supported everyone who had no medical need to be in hospital to be safely discharged. There has been highly agile working between council social workers and in-house services and the wider social care sector – domiciliary care and care home providers – to ensure people are able to access care quickly when they need it. These new practices are now being embedded in locality well-being, health and social care networks.
50. More widely, the Council has demonstrated an ability to develop strong corporate working with multiple council and partner services being coordinated to tackle key problems, including PPE, support for businesses and food distribution. This will need to continue as the Council seeks to work with partners to stop the spread of the virus during the next phase.

### **Test, Track, Protect: Local Delivery**

51. The Test, Trace, Protect (TTP) strategy forms a central part of the Welsh Government's Covid-19 recovery plan, finding a way for people in Wales to live and work alongside the virus, whilst containing its spread. The Public Health Protection Response Plan published by Public Health Wales on 4 May 2020 proposes a three-tiered approach across Wales at a national, regional and local level. The three tiers are briefly detailed below:

**National Tier:** Overseen by Welsh Government, with expert health protection and leadership and co-ordination provided nationally by Public Health Wales. The three main functions include the provision of national expertise; "Once for Wales" functions and a coordinated approach to specialist health protection support, advice and leadership.

**Regional Tier:** The Regional tier is based on the Cardiff and Vale University Health Board (UHB) footprint, which will be led and delivered in partnership between Cardiff and Vale UHB, Cardiff Council, Vale of Glamorgan Council and Shared Regulatory Services. Access to specialist health protection support will be provided by Public Health Wales. Working together, the regional tier provides oversight and co-ordination for the multi-disciplinary teams.

**Local Tier:** The local tier will be responsible for interviewing cases and follow up of contacts, supported by a case and contact information management system organised within local contact tracing teams.

52. The success of TTP will hinge on highly effective partnership working at the local level. The design and delivery of this service in Cardiff has involved close partnership working between the Council (who will host the service), Vale of Glamorgan Council, the University Health Board and Shared Regulatory Services, alongside Public Health Wales, and has been achieved rapidly. The local service went live on 1 June 2020, supported by local systems, with national support systems and infrastructure in place from 8 June 2020.
53. This represents the most significant public health intervention by local government in the modern era. It is assumed that the service will be required for the next 12-18 months, dependant on the availability of any vaccine, with the potential for it to be scaled up or down in response to the dynamics of the pandemic. Ongoing discussions are taking place with the Welsh Government in order to place the function – which could in due course employ 300+ staff – on a sustainable financial footing.
54. Such matters are being addressed constructively and will serve to ensure that the TTP initiative contributes crucially to Cardiff's recovery in the months ahead.

## **Cardiff's Recovery**

55. In parallel with the Covid-19 public health crisis the UK is now facing an unprecedented economic crisis. Despite the high number of businesses that have been able to furlough their employees through the UK Government's Job Retention Scheme, a significant rise in unemployment is still expected with the Office of Budget Responsibility (OBR) projecting that unemployment will be over 50% higher in Cardiff for at least two years. The nature of the lockdown's economic impact has led to young people and those in insecure work being at the greatest risk of unemployment since the most affected sectors- hospitality, leisure and retail- are those that employ large proportions of young people. This economic crisis can also be anticipated to hit the poorest areas of Cardiff hardest, entrenching deprivation and increasing the gap in outcomes between communities in the city.
56. Looking forward, the city's economy will continue to face significant challenges due to the persistent effects of the crisis. The OBR has projected that the UK economy will see a drop in economic output of approximately one-third of GDP during the current quarter, with Cardiff experiencing a similar fall. Over the coming months, local businesses will experience increased demand for the Council's business support service, as many will have seen their incomes reduced to zero. The crisis will have a disproportionate impact on some economic sectors, including higher education, retail, leisure (including cultural activities and major events) and the night time economy, sectors concentrated in Cardiff's city centre.

57. The unprecedented measures introduced to limit the spread of Covid-19 have had profound impacts on how people move around Cardiff, with the significant decrease in traffic on the city's streets perhaps being the most striking. The number of people walking and cycling around their neighbourhoods for essential travel and daily exercise has also seen a substantial increase.
58. In Wales, the First Minister announced on 29 May 2020 that non-essential retail could begin to re-open from 22 June 2020 and detailed planning should now be undertaken to support this. A cross-Council planning approach has been taken in preparation for this announcement, focusing on the safe restart of activity in the city centre and in district centres across the city, including the provision of more pavement space to allow citizens to move safely and the flexible use of outdoor space to allow a greater commercial activity to operate safely. This work is being closely aligned to transport and mobility planning and is focussed on ensuring people can access the city centre and district centres for work and leisure in a safe and convenient way. Further details relating to this work is outlined in an accompanying Cabinet report.
59. Detailed planning work will continue, in partnership with major employers, local members and other stakeholders over the weeks ahead to ensure that key retail areas will be able to function safely should the Welsh Government announce a further relaxation from 22 June 2020.
60. To support the development and delivery of a partnership approach to recovery, the Leader and Cabinet Member for Investment and Development have put in place arrangements for regular dialogue with local business leaders, representative groups and major employers. In addition, the Council is engaging with the city centre's Business Improvement District, whose businesses face significant challenges.
61. To support the Council's response to the crisis, and the impact of significant business failures and unemployment, work is underway to mobilise a range of council departments in a joined up 'Recovery Task Force' under the leadership of the Cabinet. This will include:
  - A co-ordinated response between the Council's Into Work services and the Economic Development team to provide a tailored package of interventions for impacted businesses and employees that seeks to: keep workers in jobs; link displaced workers with new opportunities; help businesses in responding to potential new ways of working; and provide support to reskill staff to respond to changes in working practices and the changing needs of the job market.
  - Creating opportunities for young people to access volunteering and accredited training opportunities over the summer period, to help to prepare them for a transition to employment, where prior learning pathways and transition choices may no longer be viable due to the pandemic.

- Partnerships with employers, schools, the further and higher education sector to create and promote the uptake of options available to young people due to leave the education system, including support to apply for college places, guidance on access to university places and information on labour market demand and available jobs.
- Delivering a range of support packages for individuals, including: digital job clubs; online and telephone based into work training, advice and mentoring; and financial support to overcome barriers to entering the job market.

## **Renewal**

62. It is also clear that the Covid-19 crisis will have profound longer term impacts on the way in which people live, work and travel, and that these impacts will be felt most acutely in cities.
63. Cardiff has faced and successfully met such challenges before. In the face of deindustrialisation in the 1980s the city responded with a comprehensive approach to regeneration, spanning economic development, housing and transportation alongside innovative delivery vehicles and funding mechanisms. A series of major projects were delivered that supported the shift towards a service based economy, put in place the infrastructure to host major international events and attract visitors, and dramatically improved the quality of place and quality of life of residents Subsequently, the Council set out and delivered an economic stimulus programme through investments into the city's business and transportation infrastructure, characterised by the Central Square development and the Cardiff Metro.
64. The Covid-19 crisis will have equally profound implications for Cardiff as these the deindustrialisation of the 1980s and the financial crisis of the 2010s. As before, the Council will play a leading role in defining and delivering a long term renewal programme for the city spanning economic development, housing, transport, digital and energy infrastructures and initiatives. Delivery will depend on a partnership approach with city partners in the public, private and higher education sectors, with the Capital Region and with Welsh and UK Governments. It will also depend on the Council acting as the anchor institution for city development in a way not seen since the response to the economic shocks of deindustrialisation.
65. In July 2020, the Cabinet will consider a report that will set out a strategic response to the economic crisis. This will outline a comprehensive agenda, informed by the work of leading economists on the future role of cities in a post-Covid world, to accelerate the city's emergence from the crisis as a dynamic capital city with a focus on sustainable growth. It will recognise that the current crisis requires a radical response that highlights the emerging opportunity for small and medium-sized cities to deliver agglomeration effects with reduced environmental and social

impacts. It will also confirm the overriding importance of Cardiff to the Welsh economy.

66. The report will also consider the opportunity for the Council to stimulate local development, particularly in the area of housing, and the need to encourage further development of the new economy. In a post-Covid city, economic success will go hand in hand with environmental and social improvements. Talented people will continue to be attracted to vibrant city lifestyles, but there will be a new emphasis on clean and attractive environments, health and wellbeing. The positive decarbonisation effects of the recent crisis have demonstrated that environmental change can be delivered, the challenge for Cardiff is to make it stick, so the city can enjoy the long term economic rewards.

## **Workforce Implications**

67. The Council's response to Covid-19 crisis has been built on partnership working with the Trade Unions. The Council and the Trade Unions are committed to continue to work in partnership to respond to the challenges posed as the crisis enters a new phase. As the Council develops its response, there will be a need to continue to be flexible in the deployment of staff to support key services. This will be underpinned by effective consultation and partnership working with the Trade Unions. The jointly agreed Memorandum of Understanding, attached as **Appendix 2** to this report, outlines the Council and the Trade Unions' joint commitment to ensuring that the Council continues to respond effectively to the pandemic but with an overriding interest in the health and well-being of our staff and local communities.

## **Policy and Budgetary Frameworks**

68. The administration's Capital Ambition provides the overarching framework for the Council's policy programme. To support the city's short to medium term response to the crisis, the Capital Ambition delivery programme for 2020/21, as set out in the Council's Corporate Plan, will be reviewed in light of the Covid-19 crisis.
69. This will include the acceleration of some existing commitments and the inclusion of new services needed to support recovery, with a reprogramming of some commitments due to the current crisis. This review of the Corporate Plan will be conducted in tandem with a review of in-year budget commitments.
70. It is proposed that the 'Renewal' work programme will continue over the summer period, with findings being reported in the autumn in order to inform the development of the Council's Corporate Plan and Budget for 2021/22.
71. The immediate financial impacts of the pandemic are outlined in a separate report and will also inform the development of a new Medium Term Financial Strategy, which will encompass the Council's recovery and renewal priorities.

### Reason for Recommendations

72. To enable the Cabinet to agree a strategic response to the Covid-19 pandemic and allocate resources appropriately within the budgetary framework.

### Financial Implications

73. This report sets out a series of measures intended to restart Council services and consideration needs to be given that they can operate within the Council's budgetary framework. In implementing these actions regular review and consideration needs to be taken in order to ensure the actions taken remain appropriate in the event of circumstances changing again. Not least the financial affordability and impact of each of these actions needs to be identified and where additional costs are identified mitigations need to be put in place prior to rolling out of measures. Where these mitigations are in place for the short term only then these matters will be addressed in the forthcoming medium term financial report.
74. This report considers the continuation of remote working as the footprint of the offices remains rather constrained. Any further investment on remote working and the office needs to be considered in respect to Health and safety but financial resources need to be identified so that the key priorities are addressed first. The central coordination of remote working investment to the priority areas is essential in order to ensure maximum benefit is obtained
75. Consideration needs to be given to the certainty and sustainability of financial assistance from Welsh Government both in the short and medium term and as services progress over the forthcoming months. Special attention needs to be given to those services that generate income with a view to activity and the use of resources associated with those activities.

### Legal Implications

76. The report outlines the progress made by Cardiff to date in responding to the Covid-19 outbreak and the recommended strategy for the next phase of the Council's response.
77. The legal powers and duties for tackling the impact of coronavirus in Wales derive from the Public Health (Control of Disease) Act 1984 and the Coronavirus Act 2020, and regulations and statutory guidance issued thereunder. The Welsh Government has issued regulations imposing restrictions to reduce the threat to public health (in particular, the Health Protection (Coronavirus Restrictions)(Wales) Regulations 2020); and a range of other legislation (introducing changes to rules governing matters such as local authority meetings, planning applications and school admission appeals), as part of its wider response to the Covid-19

emergency. Key restrictions and legislative changes are referred to in the report.

78. In considering the recommendations of this report, the Council must have regard to the following:
- Public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This requires the Council to give due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief. Members will note that the Restart Plan (Appendix 1, section 8, Equalities and Engagement) indicates that 'COVID-19 has had a particular impact on some protected characteristic groups. Inequalities experienced by BAME communities, disabled people, women, older and younger people, along with broader socioeconomic inequalities, appear to have been exacerbated by the crisis and any changes to service as a result of Covid-19 must take into account the ability of these groups to access services.'
  - Welsh language duties, under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards – the Council must consider the impact of its decisions upon the Welsh language.
  - Well-Being of Future Generations (Wales) Act 2015 duties – This requires the Council to consider how its proposed decisions will contribute towards meeting the Well Being Objectives set out in the Corporate Plan. Members must also be satisfied that the proposed decisions comply with the 'sustainable development principle', which requires that the needs of the present are met without compromising the ability of future generations to meet their own needs.
  - Consultation - Effective consultation is required for lawful decision making on policy matters and service changes. The Council must ensure that meaningful public engagement and consultation continues during recovery, adapting methodologies in light of social distancing restrictions, as necessary.
79. The Cabinet is responsible for preparing the Authority's plans, policies and strategies, but any changes to the Policy Framework (the key policies of the Council, as listed in Article 4 of the Constitution, which includes the Corporate Plan) require the approval of full Council. The report (paragraph 62) makes clear that the Corporate Plan is to be reviewed in light of the changes to priorities and resources resulting from the Covid-19 response, as set out in the Restart Plan, Appendix 1. Any

changes to the Corporate Plan and the associated budgetary framework will require the approval of full Council.

80. The report also seeks approval of a Memorandum of Understanding setting out the commitments of the Council and the Trade Unions to continue working in partnership in respect of the staffing implications of the future programme of recovery and renewal of services. The Memorandum is not legally binding, but sets out the high level principles of engagement for the parties to work constructively together.
81. Detailed legal advice will be provided in respect of specific proposals as they are developed.

### **HR Implications**

82. Any changes to services and roles of employees which are the result of the Directorates plans for restart / recovery will be fully consulted on with Trade Unions and the employees concerned. Any changes to roles, or terms and conditions will follow the corporately agreed procedures.
83. The Memorandum of Understanding (Appendix 2) which has been approved by the corporate Trade Unions provides the platform for any consultative processes.

### **Property Implications**

84. The Strategic Estates Department (SED) continues to support and assist all Council Covid-19 related property requirements. To date this has included negotiation and agreement of property leases and licences required by service areas to deliver or support the delivery of Covid-19 response services. Whilst also working in close partnership with public sector partners, particularly the NHS, to provide medical and testing facilities from within the Council's operational estate. SED will continue to work in collaboration with all Council Service Areas and external partners to deliver ongoing any future property requirements in respect of the Covid-19 response. These requests should continue to be undertaken in accordance with the Council's Asset Management process, particularly the reference to the Council's Covid-19 guidance, and in consultation with Strategic Estates and relevant Service Areas.
85. The Council has a diverse range of properties within its operational portfolio including offices, depots, Hubs, sports facilities and front facing Social Services provision. Agreed corporate principles and guidance to the safe use of facilities with input from Health and Safety, Human Resources and SED will ensure a consistent approach can be taken across the entire estate. Due to the wide range of property types and their uses and configurations, it will be important to assess each building to understand its specific requirements and the resulting building adaptations needed to ensure they align with the Council's Health & Safety and HR guidance.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. approve the Restart, Recover, Renew strategy outlined in this report;
2. note the approach to restarting council services outlined in Appendix 1 and delegate authority to the Chief Executive, in consultation with the Leader, to restart services in accordance with changing UK Government, Welsh Government and public health guidance.
3. authorise the Chief Executive in consultation with the Leader, the Cabinet Member for Finance, Modernisation and Performance, and the Section 151 Officer, to allocate resources, within the budgetary framework, to support the Council's response to the ongoing pandemic and economic crisis;
4. note the procurement strategy to ensure a twelve week supply of PPE and to delegate authority to the Section 151 Officer, in consultation with the Director of Social Services to take necessary steps to secure supplies within the budgetary framework;
5. approve the 'Covid-19 Response - Memorandum of Understanding' between the Council and Trade Unions attached as Appendix 2;
6. to note the establishment of a 'Recovery Task-force' under the leadership of the Cabinet to oversee the Council's response to the economic crisis.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Paul Orders Chief Executive</b>
	5 June 2020

*The following appendices are attached:*

Appendix 1 – Restarting Council Services

Appendix 2 – A Memorandum of Understanding between the Council and Trade Unions.

*The following background papers have been taken into account:*

- Welsh Government – 'Unlocking our Society and Economy' (15 May 2020)
- Public Health Wales – '[Public Health Protection Response Plan](#)' (4 May 2020)

## Appendix 1

# Cardiff Council: Restart Plan

***Restart - Recover - Renew***

## Contents

1.	<b>Introduction</b>	3
	– Capital Ambition: Restart	5
	<b><u>Restart Planning by Portfolio</u></b>	
2.	<b><u>Leader</u></b>	6
	– Strategic Relations & Engagement	10
	– Test, Trace, Protect	
3.	<b><u>Education, Employment &amp; Skills</u></b>	11
	– Education	16
	– Youth Services	
4.	<b><u>Housing &amp; Communities</u></b>	17
	– Homelessness	20
	– Hubs & Libraries	22
	– Food Distribution	24
	– Housing Development & Regeneration	27
	– Rent Smart Wales	28
	– Community Safety & Cohesion	30
	– Alarm Receiving Centre	
5.	<b><u>Investment &amp; Development</u></b>	31
	– Business Support & Major Projects	34
	– Property Services & Strategic Estates	
6.	<b><u>Clean Streets, Recycling &amp; Environment</u></b>	36
	– Waste Management	39
	– Clean Air, Energy & Flood Management	40
	– Bereavement & Registration Services	42
	– Central Transport Services	
7.	<b><u>Culture &amp; Leisure</u></b>	43
	– Culture & Events	45
	– Parks, Sport & Leisure	
8.	<b><u>Finance, Modernisation &amp; Performance</u></b>	47
	– Finance	50
	– Commissioning & Procurement	52
	– Human Resources	54
	– Health & Safety	57
	– ICT	59
	– Customer Services	61
	– Governance & Legal Services	63
	– Equalities & Engagement	
9.	<b><u>Strategic Planning &amp; Transport</u></b>	64
	– Transport Strategy & Active Travel	66
	– Highways Operations & Assets	68
	– Parking & Traffic Enforcement	69
	– Planning	
10.	<b><u>Social Care, Health &amp; Well-being</u></b>	71
	– Adult Services	74
	– Independent Living Services	76
	– Meals on Wheels & Telecare	77
	– Supporting Asylum Seekers & Other Non-UK born Residents	
11.	<b><u>Children and Families</u></b>	78
	– Children's Services	

## 1. Introduction

In response to the extraordinary challenges presented by Coronavirus (Covid-19), the Council had to rapidly adapt a range of services to meet the latest advice and guidance issued by Public Health Wales and UK/ Welsh Government, whilst ensuring the delivery of essential services. The Council therefore adopted an essential services model which ensured the safe and sustainable delivery of key frontline services. The approach was informed by the following key principles:

- Ensuring the resilience of services critical to our Covid-19 response;
- Doing all we can to protect our most vulnerable citizens and our staff, and;
- Stopping the spread of the virus.

In response to the lockdown most Council services have had to adapt their means of delivery and/or their level of service, with some services having stopped completely.

### Capital Ambition: Restart, Recovery, Renewal

On 15<sup>th</sup> May the Welsh Government published '[Unlocking our society and economy: continuing the conversation](#)', the national framework for moving Wales out of lockdown. This document sets out a traffic light approach to gradually relaxing the lockdown, with the expectation that the re-opening process will be asymmetric, based on advice from Public Health Wales, with restrictions being eased more quickly in some areas than others if the evidence suggests that this would be safe. Similarly, there may be a need to reverse course in some areas should conditions worsen.

The Welsh Government's framework makes clear that the environment within which the Council will be delivering services, and within which the city economy must operate, will for the foreseeable future involve: mandatory social distancing alongside a clear direction to work from home where possible; the phased 'restart' of a wide range of public services and of the economy; and continued proactive work to prevent the further spread of the virus whilst also planning for potential future 'peaks'.

The Cabinet are clear that the Administration's Capital Ambition of building a fairer, greener more prosperous city is more important now than ever. With city partners, the Council will:

- Lead a capital city that will be at the forefront of a green and inclusive economic recovery in Wales.
- Tackle the inequalities that will have seen poorer communities hit harder by both the public health and economic crises.
- Meet the climate emergency through accelerating the decarbonisation of city infrastructures and public services.
- Maintain the momentum in public service innovation, through the use of digital technologies, cross-Council integration and cross-city partnership working.

The Cabinet have set out a three-stage approach to leading Cardiff's response to the easing of lockdown and to the ongoing Covid-19 crisis:

- **Restart:** Restarting & adapting a wide range of Council services in the context of extended stringent social distancing requirements, in tandem with the evolution of national advice.
- **Recover:** A strategic response to help the city recover from the immediate crisis while adapting to an extended period of social distancing.
- **Renew:** Working closely with city partners, staff and citizens to set out the future we want for Cardiff post-crisis and how, together, we will make it happen.

The approach will secure a co-ordinated approach to restarting Council services while prioritising the health and safety of staff and service users. At the same time, it will build on the outstanding work that has taken place across the Council in recent months, ensuring that the innovation demonstrated by staff during the crisis serves to strengthen the Council's ability to deliver the Capital Ambition programme.

Digitalisation has accelerated across the Council with a huge shift among staff to work from home and, in the absence of face-to-face contact, a corresponding increase in online services. This has the potential to significantly improve the quality of services for people and communities, and is a central theme of the Council's restart, recovery and renewal plans. It also has the potential to reduce significantly the Council's organisational footprint and significantly accelerate its decarbonisation plans.

The public health crisis has been compounded by an economic crisis. The Cabinet are focused on Cardiff's recovery, promoting city safety and helping people and businesses at a time of pandemic, and working to secure the city's success in the new post-Covid world. This will include the development of a renewal agenda that helps to rebuild the local economy but also recognises that Cardiff needs to develop as a resilient, clean city, in the vanguard of tackling the climate emergency.

## **Capital Ambition: Restart**

The next phase of the Council's Covid-19 response is to restart a range of Council services. As the lockdown is gradually released, it is evident that in order to operate effectively and safely in this new environment most Council services will need to significantly adapt their way of working, and that many services that have not been operating over the course of the crisis will need to 'restart' in an adapted way. There will also be some services that will not be able to operate over the short to medium term, and other new services that will need to be created. The Council has therefore been undertaking detailed service planning to prepare for operating post-lockdown.

The Cabinet have set out the following principles that have been used to guide this detailed service planning:

- Restarting services in a way that ensures the safety of staff and citizens.
- Prioritising supporting those most vulnerable to the impact of the virus.
- Working with partners to restart the city economy and city life safely.
- Working at all times to stop the spread of the virus.
- Being open and engaged, and ready to change approach as new evidence emerges.

The process of re-opening services will be managed in a phased manner as part of a disciplined and co-ordinated corporate process. Every service must be subject to a risk-based assessment to ensure that they can operate effective and safely before they can be restarted ([see Health and Safety Methodology](#)).

This document sets out the Council's planned approach to restarting a diverse range of Council services as national lockdown measures are eased. This report represents a point in time appraisal and will continue to be developed and adapted as circumstances change. The document is therefore intended to provide a summary of the Council's current position, work done to date and the planned phasing of next steps to restart Council services, in line with national guidance and public health advice.

## 2. Leader

### 2.1 Strategic Relations & Engagement

#### **Lockdown**

Strategic partnership working has been enhanced with regular meetings of the Cardiff Public Services Board (PSB). Further operational partnership meetings have been held including representatives from core PSB members – Cardiff Council, Cardiff & Vale University Health Board and South Wales Police – chaired by the Council’s Chief Executive.

Regular dialogue has been established between Local Government Leaders and Welsh Government Ministers, convened through the Welsh Local Government Association (WLGA). This has provided a valuable opportunity to rehearse local issues, understand common challenges and send a strong lobby direct to National Government. Direct meetings have also been convened with the Secretary of State for Wales.

Regular meetings have also been convened with Members of the Senedd and Members of Parliament for Cardiff to develop a common understanding of the challenges faced by the city, and Local Government more broadly. This further ensures that appropriate representations can be made on all the issues relating to Cardiff.

Whilst maintaining dialogue and clear lines of communication with key stakeholders has been crucial during this time, the clarity and dispersion of public messaging has been just as important. Cardiff Council plays a crucial role as a direct deliverer of services and as a convener of services that can only be delivered by a wider range of partners. With many of these services subject to change and adaption, and a wider need to emphasise key public health messages, the Council has enhanced its communications functions.

The corporate communications team have adopted an enhanced ‘business as usual’ model to ensure that any service change or public messages are clearly and rapidly communicated, both within the organisation and externally with citizens, partners and others. The public’s trust and positive sentiments towards the Council have been vital to the successful Covid-19 response.

13.

## Communication

Date

Last

1

Select

No filters applied

Impressions

**6.9M**

(Number of posts seen)

% Positive Sentiment

**83**

% Negative Sentiment

**17**

Positive Sentiment and Negative Sentiment



Welsh translation services have continued to be delivered by Bilingual Cardiff – via a fully agile service – although demand is currently reduced. Despite the challenges of the pandemic, the need to communicate key messages quickly and adapt service delivery, the Council has continued to adhere to the requirements of the Welsh Language Standards.

## **Restart: Issues and Challenges**

**Capital Ambition: Recovery and Renewal** – The Administration’s Capital Ambition of building a fairer, greener, more prosperous city is now more important than ever.

A strategic response to help the city recover from the immediate crisis while adapting to an extended period of social distancing is under development. This will include work underway to mobilise a range of Council departments in a ‘Recovery Task Force’ under the leadership of Cabinet.

The Capital Ambition delivery programme for 2020/21, as set out in the Council’s Corporate Plan, will be reviewed in light of the Covid-19 crisis. This will include the acceleration of some existing commitments and the inclusion of new services needed to support recovery, with other commitments that cannot be met in the new operating environment deferred. This review of the Corporate Plan will be conducted in tandem with a review of in-year budget commitments.

In July 2020 the Cabinet will consider a report that will set out a strategic response to the economic crisis. This will outline a comprehensive agenda, informed by the work of leading economists on the future role of cities in a post-Covid world, to accelerate the city’s emergence from the crisis as a dynamic capital city with a focus on sustainable growth.

**Cabinet meetings** – Following the first remote meeting of Council on 21<sup>st</sup> May 2020 – supported by new legislation, new technology and the adoption of new working practices – the first remote meeting of Cabinet has been scheduled for 11<sup>th</sup> June 2020. Work is ongoing to develop a future schedule of remote Cabinet meetings.

**Cardiff Public Services Board** – Partnership working between the city’s public sector organisations has been fundamental to the city’s response to the crisis. To ensure an integrated approach to recovery, the Cardiff PSB will continue to meet on a three-weekly basis, timed to follow Welsh Government’s statutory review on lockdown regulations.

**Statutory reports** – A number of statutory deadlines will need to be met. These include, but are not limited to, the publication of the Annual Well-being Report (formerly Improvement Plan), the Annual Report on the Well-being Plan and the Annual Welsh Language Report. Regulators have indicated that some flexibility will be exercised given the circumstances and the unprecedented draw on organisational resources, and so it is proposed that Cabinet, Scrutiny (and where necessary, Council) consider these reports in September 2020.

## **Restart: Next Steps**

- A ‘Recovery Task Force,’ under the leadership of the Cabinet, will develop and deliver a strategic response to help the city recover from the immediate crisis while adapting to an extended period of social distancing is under development.
- Cabinet will receive a report in July 2020 setting out a strategic response to the economic crisis.
- A review of the Council’s Corporate Plan ‘Delivering Capital Ambition’ will be undertaken in light of the Covid-19 crisis.
- The schedule of remote Cabinet meetings is to be established as circumstances allow.
- Statutory reports, with context, content and performance likely to be significantly impacted by the Council’s focus on responding to Covid-19, will be published including:
  - Annual Well-being Report by September 2020
  - Well-Being Plan Annual Report by September 2020
  - Welsh Language Annual Report by September 2020
- Cardiff PSB will continue to meet on a three-weekly basis, following regular review of regulations by the Welsh Government.

## **2.2 Test, Trace, Protect**

### **Lockdown**

Welsh Government published '[Leading Wales out of the coronavirus pandemic: A framework for recovery](#)' on 24<sup>th</sup> April 2020. This document set out a general approach to determining how and when restrictions might be eased based on three principles including:

More detail was provided in the subsequent [Test Trace Protect Strategy](#) published by Welsh Government on 13<sup>th</sup> May 2020, which sets out what will be done to help control the spread of disease and mitigate a second peak of Covid-19 infections during the 'Recovery' phase of the pandemic.

Public Health Wales's '[Public Health Protection Response Plan](#)', published on 4<sup>th</sup> May 2020, proposes a three-tiered approach across Wales at a national, regional and local level. The three tiers are briefly detailed below:

- **National Tier:** Overseen by Welsh Government, with expert health protection and leadership and co-ordination provided nationally by Public Health Wales. The three main functions include the provision of national expertise; "Once for Wales" functions and a co-ordinated approach to specialist health protection support, advice and leadership.
- **Regional Tier:** The Regional tier is based on the Cardiff and Vale University Health Board (UHB) footprint, which will be led and delivered in partnership between Cardiff and Vale UHB, Cardiff Council, Vale of Glamorgan Council and Shared Regulatory Services, alongside Public Health Wales. Access to specialist health protection support will be provided by Public Health Wales. Working together, the regional tier provides oversight and co-ordination for the multi-disciplinary teams.
- **Local Tier:** The local tier will be responsible for interviewing cases and follow up of contacts, supported by a case and contact information management system organised within local contact tracing teams.

### **Restart: Issues and Challenges**

Workforce requirements have been calculated for around 30,000 residents per Upper Super Output Area (USOA). There are 10 USOAs within Cardiff. Each team will operate with a Team Leader, 3-4 Contact Tracers and 10-12 Contact Advisors. Team Leaders will be paired with an Environmental Health Officer who will provide any technical advice necessary on the contact tracing process. Roles will initially be filled by re-purposed staff from the partners at the regional tier level, which could potentially lead to staff shortages in other areas. Implementation requires a phased roll-out, increasing as both demand rises and the functionality of the all-Wales digital platform develops.

### **Restart: Next Steps**

Cardiff Council will host the Cardiff & Vale Contact Tracing Service which began operation on 1<sup>st</sup> June 2020. It is assumed that this service will be required for the next 12-18 months, dependant on the availability of any vaccine.

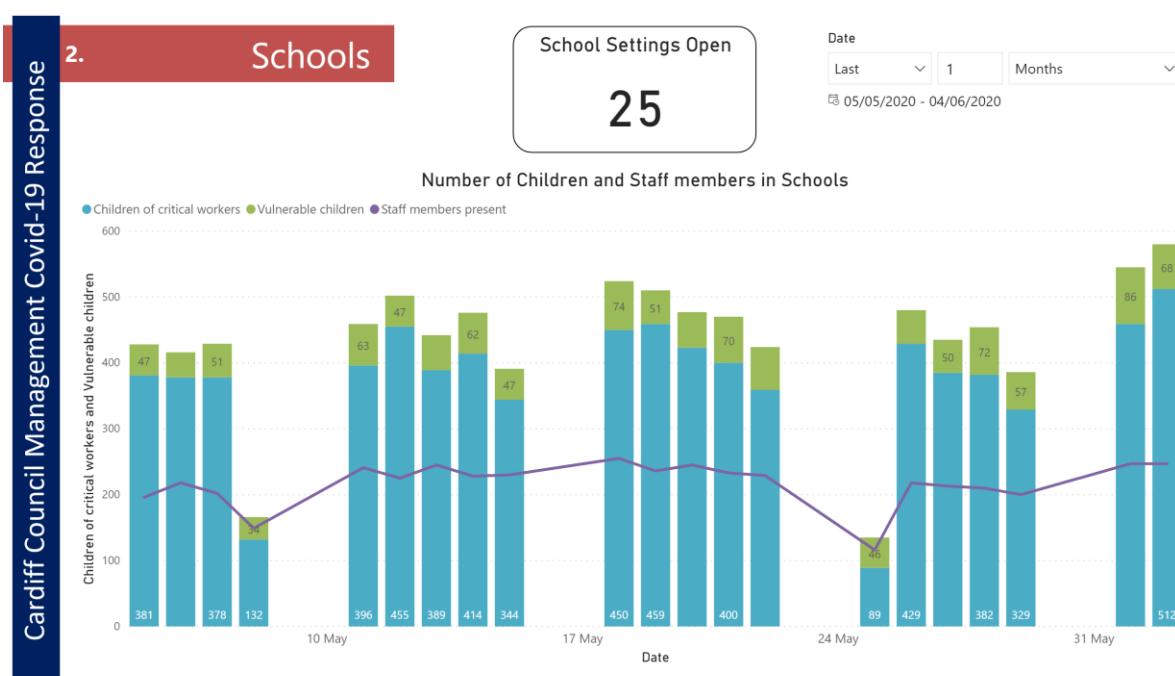
## 3. Education, Employment & Skills

### 3.1 Education

#### Lockdown

All schools have closed for statutory education provision. All non-maintained nursery settings for education have closed. Nearly all Education Other than at School (EOTAS) provision is closed, though some out-of-county specialist provision remains open

Some schools have been rapidly re-purposed into hub schools, providing childcare for the children of key workers and the most vulnerable learners. Currently, 25 hub schools are open in Cardiff. This has increased from 16 in March 2020 when schools were first closed. On average, childcare is provided for around 370 pupils each day, representing approximately 35% of the total number of children registered.



A Vulnerable Learners Panel has been established to address any significant concerns about the safety and well-being of pupils, involving Education, Children's Services and the Family Gateway. This panel allocates places at the hub schools or at pre-school provision for vulnerable pupils, where this is deemed appropriate.

A Vulnerable Learners Hub has also been established at Bryn Y Deryn Pupil Referral Unit, providing half-day sessions for up to 20 Key Stage 3 and Key Stage 4 learners who would be unable to access a childcare hub due to their social and emotional needs. Schools have compiled vulnerable learner registers, and are keeping in touch with families at least once a week, more if there are concerns, and working with other agencies as necessary.

All Key Stage 4 and 5 examinations have been cancelled and will be replaced by teacher assessment. GCSE and A-Level results will still be published in August 2020. All statutory data collections for primary schools, Key stage 3, Welsh national tests and attendance have also been cancelled.

The year-end transition programmes from primary to secondary schools are unable to proceed as normal and extra-curricular activity – for example, school sport and music – has ceased.

Considerable work has been undertaken by schools to enable pupils to continue learning at home, with support from the Council and Central South Consortium Joint Education Service. Prior to the shutdown of schools, a series of online platforms were established to provide teachers with resources, demonstrate examples of good practice, encourage peer support, provide answers to pressing questions and give teachers and teaching assistants the opportunity to engage in professional learning opportunities. Education staff are currently working with the Consortium and Welsh Government to further develop the Continuity of Learning Plan. The Welsh Government has also announced the Stay Safe Stay Learning policy, which includes guidance and resources for schools, parents and carers.

Safeguarding arrangements have been established within the school environment with daily monitoring and teacher support for children.

Free School Meal support has been maintained, initially through food parcels and vouchers, and is now being provided direct to the accounts of eligible parents via ParentPay. This service was again rapidly established, drawing on close collaboration with a wide range of partners.

The law has changed to enable Education Admission Appeals to be dealt with remotely or by written representations, and these are being scheduled from June.

### **Restart: Issues and Challenges**

The Welsh Government Education Minister has proposed that all schools will reopen on the 29<sup>th</sup> June, with the summer term extended by a week, therefore ending on the 27<sup>th</sup> July. In the next academic year beginning in September, the intention is to expand the autumn half-term break to two weeks.

All children will have the opportunity to ‘Check in, Catch up and Prepare’ for the summer break and the new school year in September. This period of opening will focus upon making sure that pupils, staff and parents are prepared – mentally, emotionally and practically – for a ‘new normal’ in September.

In each school there will be a phased approach. Year groups will be split into cohorts with staggered starts, lessons and breaks. It is expected that this will mean, at most, a third of pupils present at any one time, though schools may need time to reach this level of operation. There will be much smaller classes, providing secure dedicated time with teaching staff and classmates.

This announcement aligns to the Minister’s [framework for decisions](#) relating to the operations of schools and other providers over time in response to Covid-19.

After this extended period of closure, the restart of schools will require careful planning with the pre-conditions for restart set by public health assessments. This will also require a number of school and education specific considerations to ensure ‘socially distanced schools’.

Set out below are a number of the key issues that are being considered as part of the Council’s restart planning:

**Key Worker Childcare & Education in Schools:** In the early stages post-lockdown, schools will need to continue to provide childcare, and return to teaching and learning on-site for their own pupils. Demands for childcare will increase as the economy restarts. Hub schools will need to close and childcare will need to be offered at children’s home schools. Distance learning via online options, at home, supported by schools and parents, will need to continue until all children can return to school.

**Health & Safety.** During the three and a half week period to the 29<sup>th</sup> June, schools will be subject to a series of risk assessments to ensure they are safe for operational use, such as legionella risks as advised by the Council’s Health & Safety team. Ongoing social distancing measures will require new daily health & safety procedures in schools. New space capacity assessments will be required and schools will not be able to accommodate all staff and pupils with social distancing in place. Adequate levels of hand sanitiser, cleaning products and Personal Protective Equipment (PPE) will need to be available with enhanced protocols in place to manage the response to any suspected or confirmed cases of Covid-19 in schools. Some pupils and staff will not be able to return due to underlying health conditions and the levels and type of PPE must be established. This will involve ensuring appropriate resource and sufficiency of supply. More broadly, parental concerns will need to be responded to and managed sensitively.

**Prioritisation:** Informed decisions, based on evidence and guidance, must be made to determine which pupils should return to school first. Welsh Government have advised that year groups should be split into cohorts with staggered starts, lessons and breaks. It is expected that this will mean, at most, that no more than a third of pupils will be present on site at any one time. These will be challenging decisions given the range of potential prioritisation criteria, including pupils in exam years, transition years and vulnerable pupils. Pupils with additional learning needs will also need enhanced support to be able to return to school e.g. pupils with autism who will need support to adjust to changed routines.

**Workforce capacity:** The Council must ensure adequate staffing capacity to re-open schools, given that some staff may need to continue to self-isolate or have caring responsibilities.

**Timetabling & Curriculum:** School calendars and curriculum plans will need to be adjusted and reset with ‘Recovery’ curriculums planned and adapted for different groups of learners.

**School Transport:** Adjustments will be needed to effectively ensure social distancing whilst contract arrangements may need to be managed and revised.

**Additional support for schools to manage a decline in pupil and staff health & well-being:** This may include, but not be limited to, family and pupil trauma, loss of household income, as well as issues relating to isolation, mental health issues and domestic abuse.

**Capacity to support learners with Additional Learning Needs (ALN):** Whilst ALN/ Special Educational Needs (SEN) casework will return to business as usual quickly, a significant backlog of demand may have been accumulated. Education Psychology and specialist teacher services are likely to be affected by reduced staff availability and support may need to focus on managing the transition to business as usual, rather than responding on an individual referral basis. Increased capacity may also be needed for school-based counselling and supporting the emotional well-being of staff and learners.

**Transition Support.** Interrupted transition arrangements for pupils due to join primary school, secondary school and to progress from statutory education to further education, employment and training will need to be recovered. School age pupils will need to be supported to adjust to their new schools and learning environments. Post-16 learners will need particular attention this year, to ensure that adequate options are available for them given the predicted decline in jobs and likely changes to the modes of operation at colleges and universities. There is a major risk of increased numbers of young people becoming 'NEET' (not in education, employment or training) this year.

**Impact on School Organisation Programme (SOP) & Asset Management.** The lockdown period will mean delays and have commercial impact on the 21<sup>st</sup> Century Schools programme and other SOP projects. Challenges will include the mobilisation of the construction industry and potential supply chain failure. A further impact may be the unavailability of school places not as previously planned, which includes SEN places. A significant underspend of the education asset programme is also likely.

**Recovery and Re-shaping of Traded Services.** Traded services will need to deal with financial recovery, and re-evaluation of demand and supply.

### **Restart: Next Steps**

#### **Pupil prioritisation**

- In accordance with the announcement that schools should re-open on the 29<sup>th</sup> June, decisions will be required on which pupils should return to school at what frequency, to ensure all pupils are given the opportunity to safely 'Check in, Catch up and Prepare' for the summer and September.

#### **Preliminary Checks & Assessments**

- **Pre-Opening Building Checks**, focused heavily on health and safety assessments, will need to be completed well in advance of the 29<sup>th</sup> June, before staff can return to the school site to prepare for the return of pupils.
- **Spatial Assessment** to establish capacity and appropriate furniture lay-out, movement flows and external spaces.
- **Staffing Assessment** to establish the number of required and available staff; consider staff well-being requirements and establish a policy position in supporting the vulnerable and shielding.
- **Development of Risk Assessment tool with support from Health & Safety team** including advice, guidance and revised risk assessments to school to undertake prior to opening.

### **Establishing and Adopting Operational Policy**

- **Hygiene and cleaning** – to establish a regime for hand washing, contact point cleaning and deep cleaning.
- **Equipment and additional resources** – a determination will be required on what PPE is needed and under what circumstances, based on clear and informed advice. Other resource needed include cleaning products, social distancing mats and signage.
- **Guidelines in response to suspected/ confirmed cases** of Covid-19, with clear protocols for action and communication will be established alongside Standard Operating Procedures.

### **Curriculum and Support**

- **Timetabling and curriculum** – recognising the need to provide a broadly therapeutic and engaging curriculum.
- **Staff preparation and support** – identifying and responding to the needs of staff.
- **School Transport arrangements** – ensuring the timing, availability, funding and safety of the provision.

### **Transition Support**

- **Year 6 to Year 7** – recognising that pupils will not have accessed the normal transition programmes.
- **Pre-School to Reception** – which will be particularly challenging for early years pupils given social distancing and enhanced health and safety routines.
- **Year 11 and Year 13** – to ensure that school leavers this year are able to secure positive destinations in further education, higher education or the world of work.

### **SOP**

- **Band B** – there is a need to progress planned Cabinet papers and re-work the programme to reflect the circa four-month delay of the programme.
- **Asset Renewals** – a two-phase approach is being undertaken to progress works on site. Phase 1 will include only essential work, such as sufficiency work for September 2020, Health & Safety and emergency maintenance. There is also a programme of statutory obligation checks and maintenance for buildings ahead of school openings. Phase 2 will be a revised asset programme that will be limited in its nature due to the limited school holiday periods remaining.
- **Local Development Plan** – a revised programme and long stop date from Redrow for Plasdŵr will be obtained and planning application for St Edeyrn's following a revised scheme and programme submitted.

### **Digital Deprivation**

- A revised ICT strategy will incorporate the wider agenda of distance learning. Devices are being issued to digitally deprived children, but there is still a need to work with the Welsh Government on the completion of the order of 3,000 devices and place further orders. There is also a need to install ICT infrastructure in Phase 2 of the asset programme.

## **3.2 Youth Services**

### **Lockdown**

All youth centres across the city are closed. Youth workers are maintaining contact with youth members and continue to provide a network of support. Youth support workers are also performing a vital keeping in touch role for vulnerable young people in particular supporting those transitioning from Year 11 this summer. Additional services are being provided to support the safeguarding and well-being of young people, including the provision of direct support where needed at the Bryn Y Deryn hub school. Digital Youth Services have been enhanced to increase engagement opportunities.

### **Restart: Issues and Challenges**

The risk assessments and operating procedures necessary prior to any re-opening of youth centres would be in line with those planned for schools to ensure the health and safety of staff and young people. Activities will need to be planned to ensure the safety of young people and staff whilst adhering to social distancing regulations, that the necessary levels/types of support are available, that young people are involved in developing a programme to suit their needs and that young people have time and space to discuss the issues they are facing.

### **Restart: Next Steps**

- Health & Safety risk assessments and operating policies will need to be completed in line with the approaches outlined for the re-opening of schools.
- A phased approach to resuming services will be put in place:
  - Phase 1 – Provision of street-based youth work over six days per week
  - Phase 2 – Youth centres open for appointment only
  - Phase 3 – Options for some centre-based evening provision for small groups, targeted and project work.
  - Phase 4 – New model for youth services fully operational.

## 4. Housing & Communities

### 4.1 Homelessness

#### Lockdown

The Council had to rapidly address homelessness in the context of the Covid-19 pandemic; protecting rough sleepers, enforcing social distancing and ensuring the safety of frontline staff. The majority of homelessness assessments are now completed via telephone, with 80% less people attending the Housing Options Centre. Rough sleeping has been reduced in the city – from approximately 30 people to five individuals – with rough sleepers housed in self-contained accommodation. To date, there are 150 units which include two hotels and shipping containers, and emergency funding has been provided for this accommodation. During this time the use of emergency accommodation has decreased, and the use of shared sleeping spaces has reduced from more than 100 units to seven.



During the lockdown phase, the demand for homelessness services has increased with the service needing to accommodate prisoners who have been released early due to the crisis, people fleeing domestic violence and single homeless people. In addition, the Council is housing individuals and families it does not have a duty towards such as those with no recourse to public funds and cases where the person involved has no local connection to Cardiff.

Social housing lets have been re-focused to assist hostel residents to move on. This will help to address the use of shared accommodation. All evictions – private rented sector, social housing and NASS (asylum) accommodation – have been suspended for a period of 90 days

effective from 27<sup>th</sup> March 2020. No family reunions are currently taking place due to flight restrictions.

### **Restart: Issues and Challenges**

Welsh Government has issued guidance on [Housing \(including rough sleeper services\)](#).

The owners of the hotels used for temporary accommodation will require the return of their properties and the additional funding used for this and other accommodation during the pandemic will end, although the timing for this is not yet known. A sustainable approach to housing homeless people, building on the approach developed over the course of the crisis, will need to be developed and agreed with partners. Longer-term housing solutions will also be required for single homeless people if a return to rough sleeping is to be avoided.

As lockdown is eased and the number of people in the city centre increases, there will be more begging opportunities. Measures will need to be in place to build on the successful engagement achieved with clients throughout the crisis to minimise the risk of them returning to the streets. The Council must also work with the Welsh Government and local partners to ensure that the focus on rough sleepers remains a priority and that the partnership approach to the delivery and funding of substance misuse services put in place over the course of the crisis continues.

Demand for homelessness services could increase still further due to several factors including the increase in unemployment. The resumption of evictions could lead to a spike in demand. To avoid this, the requirement for a further suspension needs to be raised.

### **Restart: Next Steps**

A new or adapted approach is required regarding the housing of rough sleepers; there can be no going back for the safety of the homeless and all residents. There are three key components to this approach:

- **Assessment Centre:** the Assessment Centre will be open 24 hours a day and will act as a co-ordination point with both health and homelessness services on site. Good-quality emergency accommodation is a key part of the assessment centre, providing the capacity to manage crisis and to support “no first night out”. The accommodation will also allow longer stays for some clients to provide them with stability while an assessment of need is undertaken. A site in the city has been identified to pilot this approach.
- **Good-quality supported accommodation:** Following successful models seen in Scotland and Finland, a site has been identified in the city to create self-contained units with support on site 24/7. Additional support would include visiting health services, counselling and therapeutic services as well as education and work experience. The initial site will create 46 self-contained units; 200 units are needed in Cardiff.
- **Housing First and Rapid Rehousing with Intensive Support:** Work is required to build on the current Housing First model and the Homeless Outreach Multi-Disciplinary Team to develop an “in reach” approach. This approach will be linked to an individual and their needs, not to their accommodation. The work will be linked to the Assessment Centre

and will offer additional support to enable complex/ higher-needs clients to move to independent living. A Community Response team will be established, offering intensive support such as tenancy rescue and responding to 'cuckooing' of vulnerable clients.

A separate pathway for clients with lower needs and disabilities will also be established.

## **4.2 Hubs & Libraries**

### **Lockdown**

Only four core Hubs remain open – Central, Ely & Caerau, The Powerhouse and St Mellons. Access is by appointment only, for money advice, scanning documents to assist benefit claims and into work mentoring. Exceptions are made for emergency matters such as the collection of key fobs, alley gate keys and foodbank parcels. Green recycling bags can also be collected on a drop-in basis.

Library services including all community events and activities have ceased except for digital access. E-book lending has increased by 93% during the lockdown phase.

Debt recovery and Universal Credit sanctions have ceased temporarily. Following a temporary closure, virtual Job Clubs and adult learning sessions have begun, using Facebook, Google Classroom, Zoom and other digital platforms.

All enquiries and requests for appointments are triaged through the Adviceline, which has increased its incoming line capacity from four to 33 to accommodate demand. It is now responding to an average of 250 calls each day, which is an increase of over 1,000%.

### **Restart: Issues and Challenges**

The Welsh Government identified libraries as one of the first public services to re-open in the First Minister's announcement on 8<sup>th</sup> May 2020. The re-opening of Hubs and libraries will be phased, carefully considering the impact on other priority services.

Advice services including Into Work Services will need to be strengthened to respond to the expected significant increase in demand. For example, there may be a need for more trained debt specialists. An increase in demand for Job Clubs is expected from new and existing Universal Credit claimants.

The number of calls to the Adviceline may continue to increase, as more people experience financial hardship, whilst access to food and other supplies remains an issue. Alternative ways of working will need to be further developed, building on the existing virtual sessions, as ongoing social distancing will not allow a return to full Job Clubs and training sessions.

Partner services will need to be constantly reviewed to ensure they can be re-introduced as and when it is safe to do so. Some partners may choose not to return to the Hubs.

Demand for touch-down points for agile working by Council staff is expected to increase – there is currently a lack of capacity in the existing Hub network to accommodate this, especially allowing for social distancing.

Staff shortages could occur if redeployed staff return to their substantive posts and if staff are still required to stay home due to childcare or other caring responsibilities, or if they are shielding or self-isolating.

## **Restart: Next Steps**

There are four phases in the approach to re-opening Hubs and libraries which are informed by Welsh Government advice:

- **Phase 1** – A click-and-collect book service will be provided from the four core Hubs in conjunction with the set-up of a new ‘Library Line’ to enable residents to order books over the phone. To avoid the spread of the virus through library books, returned books will be quarantined, before the covers will be cleaned by staff and the books placed on shelves or re-issued.
- **Phase 2** – Customers will be able to enter one of the core Hub buildings by appointment only for PC access. Citizens who do not have IT access will be given access to training rooms to communicate digitally with other Council services e.g. schools admissions appeals, domestic violence services, Home Finder workshops. Social distancing will need to be maintained at all times within the Hubs. Perspex screens at reception points, hand sanitising stations, floor markings and one-way systems through each building with separate entrances and exits will all need to be introduced. A limit on the number of people in each building at any one time will be imposed and clients will be advised to visit the Hub alone where possible. Staffing levels will be kept to a minimum. Additional scanning stations will be required to reduce the risk of the virus being transmitted to staff through handling paper.
- **Phase 3** – Re-opening Hubs and libraries across the city will begin on a gradual basis in each district. The first Hubs to re-open will be Llandaff North, Grangetown and Llanishen, then one per district every four weeks to ensure all communities are served equally.
- **Phase 4** – All services to resume fully.

## 4.3 Food Distribution

### Lockdown

A service delivering food to shielding and other vulnerable people has been rapidly developed during lockdown, in partnership with the Cardiff Foodbank, Food Cardiff and Public Health Wales, with 4 Hubs providing food parcels to those that required them. Staff have been redeployed into this new service and work alongside many residents who volunteered to help. To date, over 4,000 parcels of food have been distributed of which 3,600 have been delivered to those that are self-isolating or shielding.



### Restart: Issues and Challenges

Demand for the provision of food parcels continues, though it has reduced over the past month as supermarkets are now able to offer far more delivery slots. Similarly, demand for the “pick up” service at the four core Hubs has reduced significantly over the same period, resulting in food spoilage and waste.

## **Restart: Next Steps**

### **Phase 1:**

- All Foodbank distribution centres are now open, so food parcels will no longer need to be distributed directly from the Hubs.
- From 7<sup>th</sup> June, the collection of Foodbank food parcels from the four core Hubs (Ely, Central, Powerhouse and St Mellons) will cease. These four Hubs will still issue Foodbank vouchers to customers, who can then collect parcels from local Foodbank distribution centres which are located across the city.
- Cardiff Foodbank are in agreement with this proposal and all their distribution centres are now open. The team will continue to work with Cardiff Foodbank and review these arrangements if necessary.

### **Phase 2:**

- Plans need to be kept under review if the Welsh Government announces that people will be required to shield for longer.
- If the shielded cohort are required to continue to shield, a database will need to be created to ensure that data is accurate and current systems will need to be improved to reduce the staff resource required.
- Further work to support the shielded cohort will continue, including:
  - Periodic welfare phone calls to all those on the list;
  - Socially-distanced home visits to those who have not yet contacted the AdviceLine, and;
  - Welfare check visits for those who are having food parcels delivered by Welsh Government but are recorded by the delivery driver as not collecting them.

### **Phase 3:**

- Ongoing support will continue for anchor organisations which are helping some of the smaller organisations with local volunteers. This will therefore expand local support within communities, further reducing the demand on the Food team.

## **4.4 Housing Development & Regeneration**

### **Lockdown**

Major housing developers initially stopped or reduced their operations, but have recommenced operations following government announcements. Most Housing Associations have furloughed their development staff. Work has restarted on Cardiff Living projects after an initial 48-hour shutdown by Wates Ltd to undertake a review and establish safe working practices. The commencement of work on new sites such as Rumney High and Llandudno Road in Rumney, and Highfields in Heath has been delayed.

Smaller contractors have stopped site operations and have furloughed staff. This has affected two sites in Cardiff – Courtenay Road in Splott and Caldicot Road in Caerau. Ongoing regeneration schemes have been delayed as on-site contractors have ceased operations. The completion and handover of the Cardiff Royal Infirmary Domestic Violence One Stop Shop and the Butetown Creative Hub have both been delayed. Other affected sites are the Tudor Street shops, Estate Regeneration Schemes, Neighbourhood Renewal Scheme projects, and small-scale Section 106 projects with community groups.

Some major housing projects are still progressing, including the Channel View development and the purchase of the gas works site in Grangetown. Work on the two new Community Hubs at Whitchurch and Rhydypennau is progressing, as well as the ongoing improvements at the Maelfa. The pace of work, however, is reduced due to social distancing measures and material shortages.

Work on pipeline schemes such as scheme scoping and design work is progressing at a slower pace due to restrictions on people attending the sites, meetings on-site, and carrying out site surveys to inform design work. The affected schemes are Tudor Street Public Realm, Estate Regeneration, Charles Street, and feasibility work on a South Riverside Community Hub Facility. Community consultations are not currently taking place, impacting projects such as alley gating. Joint schemes such as Maelfa Wellbeing Hub, Feasibility Work, Parkview, and Strategic Site Hubs have also been delayed while partners such as Cardiff & Vale University Health Board divert their resources to priority Covid-19 related work.

Covid-19 related funding has been made available by Welsh Government for emergency housing provision. The Targeted Regeneration Investment Programme (TRIP) funding allocated for Tudor Street as part of the South Riverside Business Corridor initiative is due for 2020/21. There are uncertainties around extensions to external funding deadlines with Welsh Government, Integrated Care Fund and TRIP. Some grants, such as Welsh Government's Innovative Housing Programme, are not being made available. There are also short to medium-term impacts on both Social Housing Grant spending and Section 106 funds being paid.

## **Restart: Issues and Challenges**

In relation to Cardiff Living, Wates have asked the Council to buy properties that remain unsold due to the uncertainties around the housing market long-term. Buying additional properties would greatly help the Council to achieve the 2022 target of 1,000 new Council homes, however the impact that this would have on the programme as a whole and the key aim of delivering mixed communities on the larger sites must be considered. Furthermore, buying additional property requires additional budget and there would also be a reduction in the overall land value coming back into the programme. Moving forward, the Council may wish to take more of a lead on building and selling new homes in the city. Key enabling functions such as planning and building control will also need to be restarted to offer further assistance.

The impact of Covid-19 has resulted in the delay of development programmes and the handover of new Council homes. The delivery of Section 106 properties has been reduced. Tendering for contractors is continuing, but will take longer. All of this will result in a short to medium-term reduction in delivery of affordable housing across the city. Consideration needs to be given to how Council schemes can progress and, if possible, increase capacity of the house-building programme.

It is vitally important that major regeneration schemes at Waungron Road, Channel View, Michaelston College, St. Mellons, Maelfa and the gas works site are prioritised and are still able to deliver the housing mix required.

The delivery of certain regeneration schemes will need to be prioritised; schemes which have been paused, those which have a funding risk and those with greatest regeneration ‘need’. In order to proceed with this, clarity is required on the funding position with external funders such as Welsh Government. Normal delivery of regeneration projects in the city is not expected to resume for some time due to backlogs in design and procurement work and a reduced workforce due to redeployment, childcare responsibilities, or shielding.

Alternative working practices will need to be implemented to allow work on pipeline schemes to progress. For example, how to carry out on-site meetings and surveys while maintaining social distancing. New ways of ensuring stakeholders and residents are properly consulted will also need to be found. Delays in scoping and developing bids as well as the development of future schemes for TRIP such as Tudor Lane and the wider business corridor could potentially impact the Council’s ability to draw down funding from Welsh Government.

## **Restart: Next Steps**

### **Phase 1:**

- A report on Cardiff Living will be considered at the Cabinet meeting on 11<sup>th</sup> June 2020. Among other items this report will consider the purchase of additional properties on Cardiff Living sites and discuss setting a principle of the Council taking the lead on building and selling new homes.
- The Courtenay Road scheme has restarted. Approximately two weeks' work is required to complete the scheme and hand it back to the Council.

### **Phase 2:**

- Once lockdown is relaxed, general site visits will recommence strictly following social distancing requirements and using PPE.
- A suitable way to consult with residents needs to be identified to enable regeneration schemes to progress. Different methods need to be considered – postal surveys/ online.

### **Phase 3:**

- Updated programmes for Housing Development & Regeneration will need to be developed to reflect the impact of Covid-19 and capital budgets and grant requirements will need to be re-profiled.

## **4.5 Rent Smart Wales**

### **Lockdown**

The Rent Smart Wales contact centre is closed, with all staff either working from home, redeployed or recorded as being on special leave. Service requests from customers have reduced, alongside registration and licence applications, with a consequential impact on income. Enforcement approaches have been softened, with no fixed penalty notices (FPNs) or prosecutions being pursued for non-compliance. Additionally, proactive activities to secure compliance and promote sector improvement have been adapted to be Covid-19 appropriate. The service has also been working with Welsh Government to communicate Covid-19 advice and guidance to the private rented sector.

### **Restart: Issues and Challenges**

**Workforce:** continuation of homeworking will be possible for many Rent Smart Wales staff. Additional management attention and ICT functionality is required to have confidence in the use of the model on a long-term basis.

**Re-establishing telephony services:** enabling customers to contact the service by phone is required, particularly as a significant proportion of customers may not have access to or familiarity with digital technology.

**External requests:** it is anticipated that requests for license fee reductions will be received, particularly from letting and managing agents who have been affected by the lockdown.

### **Restart: Next Steps**

#### **Re-establishing Services**

- Projects intended to improve housing conditions need to re-commence with appropriate care and risk assessments in place; for example, the installation of gas central heating systems. This activity will help to support economic recovery.
- Enforcement action and general service adjustments made during early lockdown need to be reviewed in order to return to a position closer to ‘business as usual.’ This includes returning to enforcement action where offences are identified, and reviewing and refining customer advice scripts, correspondence and procedures.

#### **External Support**

- The service will continue to assist Welsh Government to communicate with Welsh landlords and agents in order to help their efforts in providing support to tenants in the private rented sector, alongside securing housing to meet the challenge of homelessness.

## **4.6 Community Safety & Cohesion**

### **Lockdown**

New Community Safety governance arrangements were put in place with weekly Silver and Bronze meetings, supported by a number of specialist sub-groups and enhanced integration of safeguarding throughout community safety governance. A Community Safety dashboard has been developed and a new Community Safety inbox has been created for all community safety and tension monitoring reporting. Digital engagement with communities and schools regarding Prevent has continued and the Channel Panel and CONTEST Board are operating virtually.

### **Restart: Issues and Challenges**

#### **Community Safety**

Covid-19 has impacted crime and illicit economies such as organised crime, street crime, online crime, illegal markets and smuggling, terrorism, human trafficking and domestic abuse. Overall levels of crime are significantly lower than year-on-year averages.

Understanding the long-term impact at these early stages of the pandemic is difficult, but some things are clear – the pandemic has caused a decrease in some organised-criminal activities, while providing new opportunities in other areas, causing a change in the "organised-criminal economy" that may just be long term.

Responding to this evolving criminal landscape is further complicated by some of the practical consequences of social distancing requirements – for example, FOR Cardiff may no longer be able to provide ongoing support to city centre policing and less face-to-face contact with residents will reduce opportunities to spot safeguarding concerns.

#### **Community Cohesion, Community Tensions and Extremism**

The sudden proliferation of mutual aid groups, designed to provide community support for the most vulnerable during isolation, has brought neighbours together across age groups and demographic divides across the city. Whether these bonds are maintained during recovery, or are threatened by exclusionary political narratives and economic turmoil, is impossible to predict at this stage.

To date, there appears to have been little appetite for the anti-lockdown protests observed in other cities globally, but public support for, and compliance with, social distancing measures will continue to be a risk area for serious community tensions, particularly if communities experience severe economic hardship.

#### **Sustainability**

The areas of work outlined above rely on grant income streams, along with an element of income generation. The future direction of funders cannot be guaranteed to support the Council's priorities in these areas of work as it responds to the challenges of recovery. For example, Cardiff is somewhat unique in Wales in terms of its demographic profile and number of residents with complex immigration status.

## **Restart: Next Steps**

### **Creation of the Community Safety & Safeguarding Partnership Group**

The interim Community Safety & Safeguarding Partnership Group will be launched on 9<sup>th</sup> June 2020 following approval by the Cardiff PSB on 29<sup>th</sup> May. The group will bring together Cardiff's community safety and safeguarding governance arrangements to enhance co-ordination across the partnerships. This will integrate safeguarding and community safety responses during recovery and shape how partners work together to safeguard and promote the well-being of children and adults at risk, and to keep communities safe with regard to local need. The arrangements are proposed as temporary.

### **Channel & CONTEST to continue to meet virtually**

Counter Terrorism Policing has warned that the impact of Covid-19 and social isolation could make some of society's most vulnerable people more susceptible to radicalisation and other forms of grooming. As a result of schools and other statutory agencies closing during the nationwide lockdown, Counter Terrorism Policing has seen a decline in the number of people referred to the Prevent programme for support since restrictions were put in place. The risk of radicalisation may increase for some vulnerable people, as the pandemic is driving young people to spend more unsupervised time online, where feelings of boredom and isolation may be exploited by negative influences and online groomers of all kinds.

Cardiff's Prevent team have adapted quickly to the new environment, moving their partnership and its support services online to help safeguard children and vulnerable adults. They will continue to adapt their model as lockdown eases, working closely with colleagues in education and community settings to support through early intervention and expert support for both individuals and their families.

## **4.7 Alarm Receiving Centre**

### **Lockdown**

Homeworking has been adopted across 24/7 services provided by the Council, supported by online communication.

### **Restart: Issues and Challenges**

A widespread move to remote working and digital solutions, as a substitute for face-to-face engagement, has been at the forefront of the response to the Covid-19 pandemic. Key issues include:

**Loss of revenue:** the continued lockdown is inhibiting the ability of the Alarm Receiving Centre (ARC) to generate further income from alarm monitoring; contractors have been dealing with emergency call-outs only.

**Higher crime and anti-social behaviour (ASB):** economic stress could lead to a rise in crime and civil disobedience, resulting in an increased demand for the ARC's remote monitoring services to protect individuals and assets; for example, vacant building monitoring, alarms and CCTV. In addition, there is likely to be increased demand on the locality warden service to assist in tackling low-level ASB in high-rise housing blocks across the city.

**Workforce:** if shielding continues as lockdown eases, staff shortages could occur if staff move back to their substantive posts and/or volunteers return to their jobs or are otherwise no longer available. This could lead to increased staffing costs and further reliance on agency staff.

### **Restart: Next Steps**

The ARC will work closely with Housing Services and South Wales Police to address ASB across the ten Council-owned high-rise blocks in the city. The ARC will also reinstate a new alarm monitoring connections schedule once contractors are operational.

## 5. Investment & Development

### 5.1 Business Support & Major Projects

#### Lockdown

Since the onset of the lockdown, a significant number of services have either been suspended or re-purposed, causing significant disruption to business as usual services. Inward investment and marketing activity has been suspended, however Economic Development staff have been reviewing the city's marketing strategy and international inward investment approach in light of the pandemic.

Economic Development have re-oriented operations towards supporting local businesses, most significantly through the processing of financial support applications and distribution of grants, but also through providing direct support with Covid-related issues, such as supply chain issues. The Council's Finance and Economic Development teams have together processed over 4,500 grant applications and distributed over £60 million to local Cardiff businesses, up to 3<sup>rd</sup> June 2020. Additional support has been provided to local businesses in the form of business rate payments deferments. Around 7,000 local businesses have been contacted with over 3,000 individual enquiries responded to since the beginning of the crisis. Additionally, over £100,000 has been raised through the business community to support the city's food schemes, which ensure that food parcels are delivered to the most vulnerable and those who are self-isolating.



## Restart: Issues and Challenges

The UK Government's Coronavirus Job Retention Scheme has been extended for an additional four months until the end of October. The scheme will continue in its current form until August, with the Government paying 80% of employee wages up to a maximum of £2,500, at which point employers will have to begin contributing to the cost of wages. From August, employers must pay National Insurance and pension contributions, then 10% of pay from September, rising to 20% in October.

The Welsh Government's framework – '[Unlocking our society and economy: continuing the conversation](#)' – sets out a traffic light approach to gradually relaxing the current lockdown. The Welsh Government has consulted with businesses, civic society and Local Authorities in order to develop a cohesive and well-informed approach to the gradual re-opening of the economy over the coming weeks and months that meets the specific needs of each sector whilst following the latest public health guidance.

**Unemployment:** Despite the high number of businesses that have been able to furlough their employees through the UK Government's Coronavirus Job Retention Scheme, a significant rise in unemployment is still expected. The nature of the lockdown's economic impact has led to young people and those in insecure work being at the greatest risk of unemployment since the most affected sectors – hospitality, leisure and retail – are those that employ large proportions of young people.

**Local Business Support:** Looking forward, the city's economy will continue to face significant challenges due to the persistent effects of the crisis. The Office of Budget Responsibility (OBR) has projected that the UK economy will see a drop in economic output of approximately one-third of GDP during the current quarter, with Cardiff experiencing a similar fall. Whilst many businesses have received financial support via the various government schemes, others have not been able to access them, so there is an emerging need to provide additional support to the businesses that have been left behind. The immediate revival of the Cardiff economy will be key to the recovery of the wider South Wales economy, particularly considering that local economies outside of Cardiff are likely to fare much worse. It will therefore be critical for the Council to maintain a clear focus on the measures required to ensure that recovery occurs as soon as possible.

**Re-opening of City Centre Economy:** In accordance with national guidance and scientific advice, the Council will implement a slow, phased re-opening of the city centre's key sectors, namely retail, leisure, hospitality and the night-time economy, in order to balance the needs of local businesses with public health concerns of a second peak of the virus. This process will have to be managed asymmetrically, as certain sectors, like retail, will be more conducive to social distancing measures than others, like the night-time economy.

Furthermore, the city centre has the highest concentration of large businesses which do not qualify for government business support grants and rate relief schemes, due to having a rateable value in excess of £500,000. The city centre economy thus poses a unique and pressing challenge to the Council, which will have to be managed in a careful manner to ensure that both small and medium-sized enterprises (SMEs) and large businesses are given the tailored and timely support they need to play their part in rebooting the local economy

over the coming months. Additionally, the Council will need to engage with FOR Cardiff, the Business Improvement District, whose businesses face significant challenges.

Outside the city centre the manufacturing sector also faces critical challenges and the Council will need to be responsive to these challenges as they arise. For some of the city's largest companies the ending of support under the furlough scheme will be a critical time and decisions will have to be made on retaining staff or implementing redundancies.

**Major Projects:** There is significant potential for the UK Government to make funds available to Local Authorities as part of an economic stimulus package, which would enable the Council to develop new financial approaches and additional strategic investment propositions, as part of a broad 'City Renewal' programme. Renewal work would be led by major projects that would have the most positive impact on job creation, inward investment and the environment.

### **Restart: Next Steps**

- Continued prioritisation of addressing business enquiries and development of new products and services to meet their needs. This could include distributing grants direct.
- Re-focusing support on local business support measures.
- Development of a new role in hosting an online programme of events for inward investment.
- Monitoring sector guidance on recovery to understand and respond to local impacts.

## **5.2 Property Services & Strategic Estates**

### **Lockdown**

Property Services initially ran a reduced statutory obligations work programme at the beginning of the lockdown, undertaking only gas and six-monthly fire alarm testing and remedial works in buildings. The team has now increased its operations to carry out all of its statutory obligations in schools and core buildings.

Cleaning of hub schools and non-school buildings has continued throughout the lockdown in order to limit the spread of the virus as much as possible.

Building Services has continued to operate the Emergency Call-Out Desk and provide business support to other teams as required; however, only emergency delivery work has been undertaken.

The provision of static security at Council buildings has remained essentially unchanged, as has business support services.

The provision of pest control services to Council properties, and also to private dwellings on a request basis, has continued. The provision of services to commercial premises has predominately ceased as a result of businesses being closed.

Management of key Council buildings – County Hall, Willcox House and City Hall – has continued through the use of an attendance rota, with staff working from home where possible. Project management work for school Band B schemes has continued, as has the preparation of school and non-school asset management programmes.

### **Restart: Issues and Challenges**

**Transport:** All staff will have to use their own vehicles to travel to sites, as car sharing will not be allowed due to social distancing measures, unless there is no alternative. In such cases, staff must be provided with appropriate PPE according to a Health and Safety risk assessment.

**Sanitation:** Property Services is expecting that additional daytime cleaning will be required in Council buildings, including schools, which is likely to have resource implications. Cleaners will undertake their duties in accordance with social distancing requirements and Health & Safety team guidance, and will be provided the appropriate PPE.

**Property Requests:** Urgent Covid-19 property requests will need to be prioritised over other work, which may lead to timescale changes, such as for certain major projects and resulting property transactions, progression of the Technology Forge property system project and formal sign-off of the Annual Property Plan property list.

**Billing Programme:** Restarting the billing programme to tenants will require the application of significant manual resource.

**Rental Income:** Rental income for the lockdown period may be less than projected before the pandemic, and not all business tenants will necessarily be in a position to continue their original activities post-lockdown.

**Valuation of sites:** Valuation of sites may be adversely affected by the lockdown.

### **Restart: Next Steps**

#### **Buildings**

- Continuation of core buildings management – County Hall, City Hall, Willcox House and Coleridge Road – through an attendance rota, with staff continuing to work remotely.
- Undertaking of all statutory obligations and remedial works in all Council buildings once Welsh Government restrictions are lifted.
- Cleaning of all buildings covered by Service Level Agreements once they re-open with the lifting of restrictions. Additional cleaning will likely be necessary, pending guidance from Health & Safety, which could have resource implications.
- Continuation of normal security - Security officers will either work by themselves or observe social distancing when working with another person, and wear gloves while on duty.

#### **Pest Control**

- Restart of service delivery to external commercial customers, as lockdown restrictions are lifted, with staff continuing to ask domestic customers Covid-19 related questions when receiving calls.

#### **Strategic Planning and Review**

- Completion of Return to Office Strategy, with these principles to be extended to all other operational property.
- Completion of Market Re-opening Strategy, in line with the latest social distancing guidance.
- Review of Non-Operational Strategy and Investment Strategy, in light of the Covid-19 impact.
- Review of portfolio to understand the impact of the lockdown on tenants and if any exemptions to rent invoices will be necessary.
- Continuation of Asset Management programme preparation. Monitoring and review will take place once schemes can be implemented, following the lifting of lockdown restrictions.

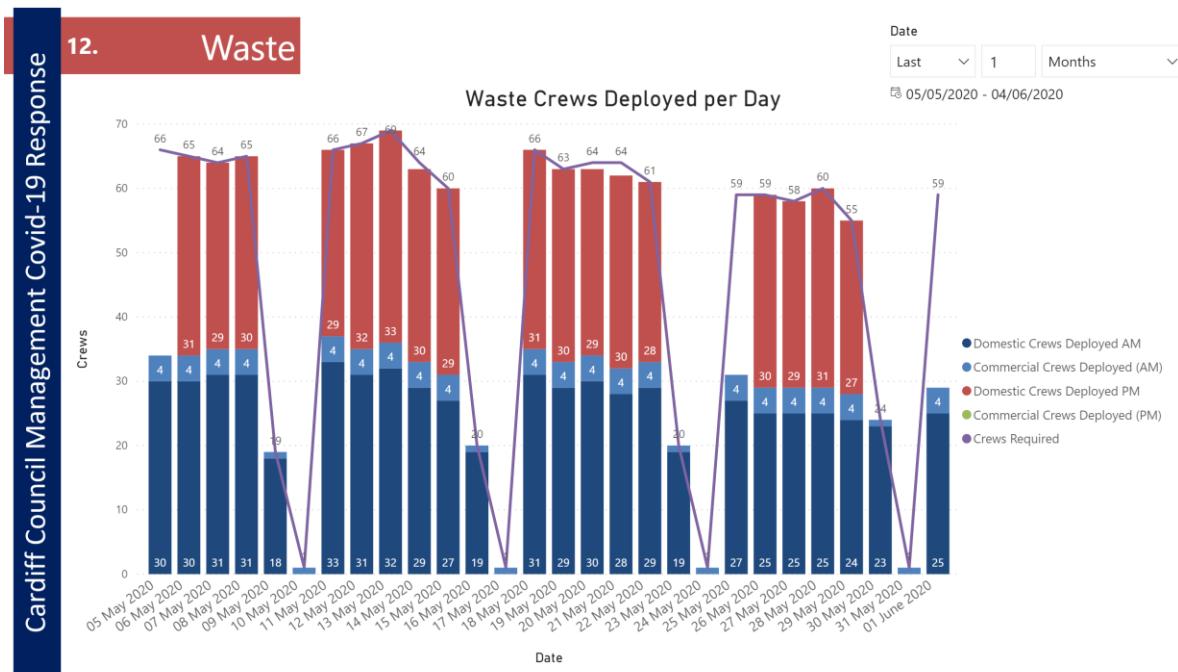
## 6. Clean Streets, Recycling & Environment

### 6.1 Waste Management

#### Lockdown

In response to the lockdown, a modified waste and recycling service was established to ensure the sustainability of the service. Changing the delivery model has been essential in allowing the Council to maintain service delivery given the reduction of 25% in frontline operators and a reduction of 33% in the availability of agency staff, largely due to Covid-19.

As part of the revised approach, a weekly service collected recycling waste alongside general waste, food waste and hygiene waste. In areas where food waste is collected separately, residents continued using food caddies. The majority of waste has been sent to the Energy for Waste plant as this approach was considered the safest way to dispose of waste that may have been carrying Covid-19.



Bulky waste collections and green garden waste collections have been suspended, with the workforce deployed to help with street cleaning. However, one-off garden waste collections have been scheduled across the city on Saturdays throughout May, June and the first week of July 2020.

Household Waste Recycling Centres (HWRCs) at Lamby Way and Bessemer Close closed due to the lockdown and in response to essential travel guidance. The Material Reclamation Facility also closed due to concerns relating to social distancing and the waste carrying Covid-19.

Health and safety amendments and changes to working practices have been introduced to protect staff, including changes to staff rotas and cabin and collection protocol. PPE and risk assessment controls are also in place to support the safe delivery of collection services and a testing regime is allowing the management of potential cases within the service area.

### **Restart: Issues and Challenges**

**Household Waste Recycling Centres:** Welsh Government announced on 8<sup>th</sup> May 2020 that Local Authorities could start planning to re-open HWRCs providing that there were appropriate staff levels to manage the site, controls were implemented to maintain social distancing protocol and that Trade Unions had been consulted.

**Trade Waste:** The Trade Service generated over £5m in income and a profit of £124,999 for 2019/20, with income streams impacted by the Covid-19 response.

### **Restart: Next Steps**

#### **Collection & Recycling:**

- Most kerbside collections – including weekly collections of recycling bags, weekly collections of food waste caddies and fortnightly collections of general waste black bin bags – were reintroduced from 1<sup>st</sup> June 2020.

#### **Household Waste Recycling Centres:**

- **Phase 1:** Bessemer Close HWRC re-opened on 26<sup>th</sup> May 2020 and Lamby Way HWRC re-opened on 31<sup>st</sup> May. To maintain compliance with social distancing measures, the HWRCs have on-site controls minimising the interaction between the public visiting, along with frontline officers. This means a reduction of at least 50% in the number of public parking bays. An online booking system has been introduced to manage demand with restrictions on the material that can be brought on site.
- **Phase 2:** Once residents become familiar with new way of operating and staff return to work, a second phase can be implemented which will allow vans, trailers back onto site and open up all waste steams i.e. textiles, cooking oil, rubble, plasterboard, car batteries, books, paint. If the online booking system is successful, in terms of achieving control and improving recycling figures, then a proposal will be for an agreement to keep the booking system in place and develop it further to support the Council's objectives relating to recycling and the wider climate emergency.

#### **Bulky Waste:**

- The Bulky Waste Collection Service recommenced on 1<sup>st</sup> June 2020, alongside a return to the normal kerbside recycling/ waste collections. To support the service there will be a reduction in the number of items identified as bulky items and the service will only accept larger bulky items which cannot be recycled or cannot be safely carried by one person at the recycling centre such as sofas, mattresses, white goods. Service operators will not enter people's homes at this time and will only collect from the kerbside.

**Garden Waste:**

- **Phase 1:** One collection per household during June 2020, repeating the approach undertaken in May 2020.
- **Phase 2:** At the end of June the service will be in position to assess the risks associated with a return to the Business as Usual delivery model. The service will focus on rebuilding resilience in both the operational fleet and the workforce to ensure services return to a fully recovered position, with work to re-introduce the service in July 2020 ongoing.

## **6.2 Clean Air, Energy & Flood Management**

### **Lockdown**

There has been reduced monitoring of air quality; however, key monitoring locations have been maintained and real-time monitors have continued to work, thereby allowing the impacts of the lockdown to be assessed.

Works on capital projects are on hold, most notably at Lamby Way Solar Farm, housing energy efficiency work, the next phase of residential infrastructure for electric vehicle (EV) charging, works to support implementation of the Clean Air Plan in the city centre and the coastal protection scheme. Some on-street works have been delayed to ensure full social distancing. The development of the draft One Planet Cardiff Strategy has continued, recognising the urgency of moving this agenda forward in the context of the pandemic.

### **Restart: Issues and Challenges**

There is a need to maintain improved air quality levels, particularly if car use increases (see Transport). This includes accelerating the delivery of the Clean Air Plan and continuing to implement city-wide capital programmes (e.g. Solar Farm, Heat Network phase 1 and 2, EV infrastructure) as part of green economic recovery.

### **Restart: Next Steps**

- Risk assessment of clean air monitoring inspections, with safe working measures to be implemented.
- Phased return of on-site capital works.
- One Planet Cardiff Strategy to be brought forward for consideration by Cabinet.

## **6.3 Bereavement & Registration Services**

### **Lockdown**

The Covid-19 crisis has seen increased demand for Bereavement and Registration Services as the services have dealt with the increased number of deaths. This has meant that changes to the service's operating model and working practices have had to be implemented to ensure that demand can be met and conformity with social distancing requirements.

Major services are currently being delivered, including ancillary functions such as scatters and burials of ashes. Cremation service capacity was increased to 20 per day with 45-minute funeral services times being offered six days a week. This was increased further on 6<sup>th</sup> May 2020 to 30 per day by reducing service times to 30 minutes and cremations taking place through 24 hours in order to cope with demand. These measures have ensured that the bereaved have not had to wait unduly long for a funeral service for their loved one. From 26<sup>th</sup> May 2020, the 45-minute funeral service times for cremation services were reinstated offering up to 20 cremation services per day.

Manual and crematorium staff within Bereavement Services are based at operational sites, with management and administrative staff operating on a 50/50 split between home and office. Numerous staff from across the Council have also been redeployed into the service to assist in a variety of roles – for example, many employees from St David's Hall and City Hall are supporting colleagues at Thornhill Crematorium.

The need to comply with, and enforce, government guidelines has necessitated the closure and re-opening of cemetery sites, as well as restricting the numbers allowed to attend funerals.

Following legislative changes to deal with the excess death rate, the Register Office at City Hall has been able to take telephone registrations for deaths and issue death certificates, but all other functions, such as birth registrations and marriage ceremonies/ notices have been suspended. Registration Services staff are operating from City Hall, but options are being explored for them to operate from Hubs when they re-open.

### **Restart: Issues and Challenges**

Recovery of the existing backlog of services is currently on hold and there is expected to be an increased use of services post-lockdown due to the high numbers of funerals still required. The Council also expects to see an increased number of clients who have had to arrange 'restricted' funerals during lockdown who will want to hold memorial services and purchase memorials/ install headstones etc. There is an urgent need for the new burial site in Thornhill to be opened to ensure that demand can be met.

Wedding ceremonies, funerals and burials are still likely to have restrictions on attendees until social distancing measures are relaxed. Services will need to deal with a large backlog of suspended activities and ensure that staff and suppliers can meet the surge in demand.

Income streams have also been affected negatively within Registration Services (e.g. cancellation and re-scheduling of weddings) and Cardiff Dogs Home (e.g. lack of adoptions).

This will mean that income targets for these areas are unlikely to be met as recovery back to business as usual will be slow.

The Council will seek to lobby industry and Government agencies to amend existing legislation to allow for more remote working and to limit functions requiring face-to-face interaction.

### **Restart: Next Steps**

- Phased return of all services and re-opening of offices/ public reception areas to the public once advised and in line with the Council's corporate Health and Safety approach.
- Risk assessment of operation of Thornhill Cemetery, with safe working measures to be implemented such as the provision of mess rooms for grounds staff.
- Risk assessment of Cardiff Dogs Home, with safe working measures to be implemented before re-opening.
- Re-introduction of birth registrations once a safe facility is available, with digital options currently being trialled by the General Register Office.
- Re-introduction of weddings and wedding notices once restrictions on social gatherings are lifted and safe options are identified.

## **6.4 Central Transport Services**

### **Lockdown**

Homeworking has been adopted by the service, with a focus on essential work. Operating hours have been reduced to 06:00 to 16:00, in order to compensate for loss of staff and to concentrate on core assets. Demand for vehicle maintenance has decreased, with third party income reduced, particularly in terms of MOTs. MOT testing of cars has, however, carried on for most Cardiff Council vehicles, despite the UK-wide MOT suspension, allowing the Council to avoid a backlog of demand for its own vehicle testing.

### **Restart: Issues and Challenges**

The Driver and Vehicle Standards Agency (DVSA) [suspended MOTs for all heavy goods vehicles](#) (HGVs) and public service vehicles (PSVs) for up to 3 months from 21<sup>st</sup> March 2020. Furthermore, [MOT expiry dates for cars, vans and motorcycles were extended by 6 months](#) if due on or after 30<sup>th</sup> March 2020. The situation is continuously under review, with [guidance also issued regarding providing MOT testing during the coronavirus outbreak](#).

**Increased demand:** Within the Welsh Government's roadmap, a traffic light guide is provided for 'getting around'. It is expected that demand for the service will increase in stages as we move towards 'Green' and restrictions are eased, particularly as MOT, PSV and HGV testing restart, and businesses re-open. Demand will also likely increase internally as other Council services restart, such as Parks.

**Workforce:** Having sufficient staff levels, especially skilled technicians, will potentially be a challenge, as it is difficult to understand exactly what staffing resource will be available as restrictions are eased. The service is currently working with Cardiff Bus by utilising furloughed staff to maintain operations; retaining this resource would be an advantage in coping with the initial increase in demand.

### **Restart: Next Steps**

- Central Transport Services (CTS) is working to ensure that vehicle assets and testing are ready to meet the increased demand that is expected as lockdown is eased. Some commercial customers have already started to return.
- The service is taking the Authorised Testing Facility back in-house, renewing the brake tester and preparing to start testing Cardiff Council and external HGV vehicles from early July 2020 – if Government guidelines permit.
- A team is being put together to commission and check all Parks equipment that has been largely unused since last season. This is in order to meet demand as the service increases maintenance activities.
- As restrictions are eased, shifts will be reviewed and extended as staff and activity levels increase. Staff who are able to work from home will continue to do so for the foreseeable future.

## 7. Culture & Leisure

### 7.1 Culture & Events

#### **Lockdown**

All cultural and heritage buildings have been closed since the beginning of the lockdown, including notably St. David's Hall, the New Theatre, Cardiff Castle, Cardiff Museum, the Norwegian Church and Mansion House. All Council and major events have been either cancelled or postponed. Staff members have either been working remotely from home or been redeployed to support wider corporate logistical projects across the city.

#### **Restart: Issues and Challenges**

**Impact on the Cultural Sector:** The Council will need to support the cultural sector in re-opening and gradually moving towards a 'new normal' to ensure the long-term sustainability of Council venues and cultural venues, given the significant income losses these venues are facing and the social distancing requirements which will remain in place for the foreseeable future. With cultural venues closed and events cancelled for up to six months, there may be a need to identify alternative opportunities to support the Council's key venues and attractions for 2020/21.

**New Theatre and St David's Hall:** Modelling undertaken by the industry body for theatres concludes that if social distancing is implemented within current guidance, the capacities of venues are reduced to between 13%-20%. All lead sector bodies in their representations to the UK Government agree that this makes operating within social distancing rules financially unviable for the majority of venues and performers.

**Cardiff Museum:** Under the Welsh Government's Traffic Light System, museums would be able to open in the 'Amber' phase with limited capacity and physical distancing. A plan is currently being developed for this eventuality.

**Council Conference Venues (City Hall, Mansion House, Norwegian Church):** Consideration is being given on the development of operating models which are safe and financially sustainable.

**Visit Cardiff:** External income has stalled as consequence of the crisis and there is concern over funding from partners and the long-term viability of large business events.

## **Restart: Next Steps**

Plans will need to be agreed for re-opening and supporting the recovery of this sector, taking into account Welsh Government Guidance and Regulations on social distancing, school trips, and mass gatherings. A phased approach to re-opening venues will need to be adopted following the Welsh Government's Traffic Light System.

### **Health and Safety:**

- **Review each of the city's venues**, to provide a detailed health and safety assessment of its operations. This process will entail measuring space and capacity, testing people flows, identifying risks and signage points and producing bespoke safety procedures, equipment and training material.

### **Live Music:**

- **Cardiff Music City**: The planned Signature Music Event will be deferred until after the crisis is over. The Council will prioritise working in partnership with the sector to support restart and recovery during 2020.
- **Consideration of safe usage of grassroots venues for live streaming**, in order to inject cash into struggling local venues and enhancing their visibility, as well as a potential offer of limited live events, subject to public health restrictions.

### **Events Programme:**

- **Preparation of an events programme for 2021**, consisting of events such as the Cardiff Food and Drink Festival, the Children's Literature Festival and a rescheduled VE Day celebration.
- **Support of the city centre recovery plan**, including implementing a new Busking Policy, delivering small pop-up events and facilitating street food or artisan producer markets.
- Partnership with Welsh Government to rebuild Cardiff's major event hosting credentials within the global event market.

## **7.2 Parks, Sport & Leisure**

### **Lockdown**

The city's parks have remained open, with social distancing measures in place, however, play areas have been closed. The Park Ranger Service has undertaken daily independent and joint patrols with South Wales Police, and park locking arrangements have been suspended. All outdoor sport and non-essential maintenance work has ceased, the parks events programme has been cancelled and public facing leisure facilities across the city have closed, with a possibility of not re-opening for another six months.

Priority mowing rounds were implemented in April 2020 and staff numbers returning to work have increased week on week. Some maintenance of permanent planting is also being undertaken and spring bedding displays are being ripped out. Significant areas of grassland remain uncut and, at current resource levels, is likely to remain the case until July 2020.

The service has partly shifted to a homeworking model, with all managerial and technical staff working from home. Officers have continued to carry out essential safety-related tree inspections and works, including emergency call out. Allotment gardening has also continued, with some restrictions on use now lifted; however, inspection and enforcement regimes have been suspended.

In relation to the Cardiff Harbour Authority, on 2<sup>nd</sup> April, a Notice to Mariners was issued ceasing navigation throughout the bay area and on our rivers. The Barrage Control function has remained operational, performing the critical role of managing our flood defences, however access through the lock gates has been restricted to emergency and limited commercial vessels only.

### **Restart: Issues and Challenges**

**National policy position:** The Welsh Government lockdown guidance currently permits exercise more than once a day and incidental local activity, with outdoor sports courts remaining closed, and team and individual sports currently not permitted. The re-opening of playgrounds and other parks/ sports facilities will be considered by the Welsh Government as part of their forthcoming review (18<sup>th</sup> June).

**Re-opening play areas:** Owing to the scale of provision and associated safety factors, it is likely that a substantial period of time will be required between a decision being taken to re-open play areas and for the areas to be open to the public, with physical resources needed to deliver the reinstatement programme. A phased approach will therefore be taken.

**Transport and Social Distancing:** Additional vehicles may be required to ensure social distancing can be adhered to by staff throughout operations, and to maximise the number of staff available.

**Community Engagement:** Robust risk assessments will need to be undertaken prior to reinstating community engagement programmes.

**Future of leisure centre contracts:** There is a risk that GLL will be unable to recover corporately, putting contracts under pressure with possible withdrawal. It is likely further requests for funding will come to the Council.

### Restart: Next Steps

#### Parks

- During the recovery phase, parks will continue to operate in essentially the same way as during the lockdown i.e. remaining open with social distancing requirements.
- Mowing operations will continue throughout the summer and into the early autumn, with a limited number of summer bedding displays installed in the summer. Winter maintenance operations will be reduced when compared to the norm and a limited number of spring bedding displays will be installed.
- All park toilet facilities will remain closed until further guidance is released and Health and Safety requirements can be met.
- All play areas will remain closed for the immediate future, with daily inspections to ensure security. An approach for reinstatement is being prepared in anticipation of play areas re-opening from the autumn.
- Tree management inspections and maintenance works will be expanded beyond the ‘essential’ category from Quarter 2, whilst allotment inspection and enforcement regimes will begin again from Quarter 3.

#### Facilities

- Following the announcement by the Welsh Government that outdoor sports courts will be considered in the 18<sup>th</sup> June review of lockdown measures, detailed planning is now underway. Until then all outdoor sports buildings and pitches will remain closed, with regular security checks being undertaken.
- Other facilities will remain closed until further guidance is issued. This includes Bute Park Education and Training Centre; Roath Park Conservatory; Plant Production Nursery’s Public Sales Area; Cardiff Riding School; Off Road Motorcycle Track; Cardiff International White Water; and Channel View Leisure Centre and Sailing Centre.
- To ensure the safe re-opening of leisure facilities, the Council will work closely with the private operator GLL. Various scenarios are being developed in line with leisure professional bodies and home sports councils. Facilities are likely to have phased openings depending on activity, and it is likely – but not certain – that gyms and classes will activate first with pools and changing rooms secondary.

#### Cardiff Harbour Authority

- A second Notice to Mariners was issued on 29<sup>th</sup> May enabling leisure boating to re-commence locally within the bay area and rivers only while detailed operational arrangements to reinstate a locking service from Barrage Control are finalised. The public slipway and pay and display pontoons also remain out of use at this time. Once finalised, a third Notice to Mariners will be issued setting out the arrangements for the further lifting of the navigation restrictions through the locks for leisure vessels.

## **8. Finance, Modernisation & Performance**

### **8.1 Finance**

#### **Lockdown**

The majority of the service has moved to homeworking, with the following services temporarily suspended: enforcement of non-payment of bills; issuing of reminder notices; effective debt recovery; car loans and travel passes; and physical visits.

The Business Rates team have updated records to enable eligible businesses to claim Welsh Government Support Grants of £10,000 and £25,000 respectively, with the amount paid currently in the region of £60 million.

Payroll, Treasury Management, Pensions and Accounts Payable (AP) have continued to operate effectively and issue payments promptly, with additional pressure on AP as a result of the Business Grants process.

Services, such as Internal Audit, Information Governance, Programme and Projects, and Accountancy Support to Schools, have provided desktop and virtual support in evaluation processes, alongside the development of solutions in the midst of the crisis. This period coincided with the transition to new banking arrangements, which were managed remotely.

The Accountancy Team has worked to track Covid-19 related transactions, ensuring that they are captured in readiness for Welsh Government claims. This has involved working in collaboration with other Local Authorities, the WLGA and Welsh Government to ensure that key financial messages are clearly conveyed and understood. Additionally, the team has supported Council services to adopt alternative delivery models in response to the crisis.

Furthermore, the service has ensured that the 2019/20 Financial Ledger is closed, enabling prompt compilation of the Statement of Accounts.

#### **Restart: Issues and Challenges**

The Welsh Government created the Covid-19 Hardship Fund for Local Authorities to claim back any additional expenditure incurred as a result of the crisis. On 27<sup>th</sup> May 2020, the Welsh Government [published their first Supplementary Budget](#) for this financial year, outlining the £188m Hardship Fund which includes:

- £40 million to support the extra costs Adult Social Care services are now facing.
- £40 million for Free School Meal provision to support eligible children.
- £10 million to support immediate action to protect against homelessness and support rough sleepers in the face of the pandemic.
- £7 million to support Local Authorities in making the difficult, but necessary, choices to handle the increased number of deaths during the pandemic.
- £78 million to support Local Authorities for the loss of income experienced as a direct result of the pandemic.

**Funding arrangements:** The current funding arrangements are confirmed to the end of June 2020, although it is increasingly likely that challenges will extend beyond that timeframe. Additionally, a lack of clarity remains regarding the repayment of income loss. Forecasting the 2020/21 budget (income and expenditure) is therefore a particular challenge for this current year.

**Review of the Budget Strategy:** Moving forward, there is a need to align recovery planning with a review of the Council's Budget Strategy/ Medium Term Financial Plan, alongside establishing the source of financial support for services and infrastructure in the medium-term.

**Income generation:** There are income generation risks across Council services, with a need to re-prioritise resources to meet new, post-lockdown demands. This includes work already being undertaken to establish the Month 2 position in order to inform any short-term financial impacts.

**Obtaining value for money:** Uncertainty is likely within supply chains, with further uncertainty within the labour and supplier market meaning that obtaining value for money may in some instances become secondary to securing the service. This would have a detrimental impact on the financial resources for services that may not be prioritised.

**Suppressed demand:** A backlog of queries and change of circumstance, with regards to Council Tax, Pensions and Non-Domestic Rates, will need to be appropriately managed.

### **Restart: Next Steps**

#### **Financial Recovery:**

- The service will continue to ensure that all additional expenditure is claimed from Welsh Government.
- The Council's Medium Term Budget Strategy, agreed in February 2020, which sought to take steps in ensuring financial resilience by addressing a significant budget gap, will be reset.
- The service will ensure that Financial Recovery Plans and Strategies are in place for impacted Council services, with a focus on working with and supporting directorates to ensure that financial gaps are both identified and addressed.
- The regulatory regime setting out the publication of the 2019/20 Statement of Accounts has been amended from mid-September 2020 to 30<sup>th</sup> November 2020. The focus of the service is to ensure that the Draft Statement of Accounts is issued to the Wales Audit Office in mid-June 2020, aligning to the original timetable. In order to ensure that the appropriate level of review and scrutiny is given to these accounts during the summer months, the Statement of Accounts will be approved by Council in either October or November 2020.

#### **Re-establishing Services:**

- The service will restart enforcement activity in relation to debts not paid.
- Income Receivable will also increase contact with those debts not yet paid.

**Council Tax:**

- The service will continue its campaign to signpost customers towards the Council Tax Reduction Scheme, Direct Debits and Payment Plans. Reminders will also be issued in June 2020.

## **8.2 Commissioning & Procurement**

### **Lockdown**

All staff are currently homeworking. The focus has been given to supporting the Covid-19 response, including sourcing and securing PPE, issuing Supplier Relief, alongside ensuring orders and payments are processed. The Social Value Portal has continued to progress, with focus on supporting the SOP Primary School tender.

### **Restart: Issues and Challenges**

UK Government have issued numerous procurement policy notes during the Covid-19 pandemic, providing guidance on best practice for public sector procurement. This includes:

- [Procurement Policy Note 01/20](#), which gives guidance on public procurement regulations and responding to Covid-19,
- [Procurement Policy Note 02/20](#), which sets out information for public bodies on payment to suppliers to ensure service continuity during and after the outbreak.

Moving forward, there is a risk that some suppliers will no longer be available to delivery key services, given the economic crisis that the UK is facing. There is, therefore, a need to ensure a managed response in terms of Supplier Relief.

Delays in awarding construction schemes will also impact on opportunities for employment.

### **Restart: Next Steps**

#### **Supporting Council Services:**

- Commissioning and Procurement will support directorates in the development and delivery of new service delivery priorities as they emerge.

#### **Forward Contract Programme:**

- The service will actively encourage and progress the Council's forward contract programme, particularly construction and maintenance, in order to maintain a forward pipeline of work for contractors.
- Additionally, the service will work to maximise opportunities for community benefits through the contract forward plan, by implementing the new Themes Outcomes and Measures (TOMs) Social Value Framework.

#### **External Support:**

- The service will keep the financial health of key suppliers and contracts under review, and will continue to consider support through Supplier Relief.
- In meeting wider Foundational Economy objectives, the service will explore what additional support can be provided to social enterprises and SMEs, such as access to public sector procurement opportunities.
- The development of new Local Government collaborative procurement arrangements will continue to be supported, with a focus on regional and local priorities.

**Cardiff as a Living Wage City:**

- The service will continue to sensitively promote Cardiff as a Living Wage City, and will encourage more businesses to become Living Wage Employers as they review their business plans and ethos following the Covid-19 pandemic.

## **8.3 Human Resources**

### **Lockdown**

Most routine HR functions have been suspended for the duration of the lockdown, such as sickness trigger meetings; disciplinary and grievance casework; and restructures and recruitment. Work with young people has also ceased, such as careers fairs, school engagement and work experience.

All staff within the service have moved to homeworking, with an online approach adopted for many services, including ID and DBS checks; training; employee engagement; and employee well-being. There has been a significant increase in the data requirements within the service, which has been achieved with limited resource.

Around 400 members of staff have been temporarily redeployed to support the delivery of new services and/ or increased demand in existing services, with new processes having to be managed.

Throughout the lockdown, excellent relationships have been maintained with the Trade Unions and it is vital that this continues throughout the restart process.

### **Restart: Issues and Challenges**

**Supporting the organisation to change:** HR will need to remain flexible, to enable the Council to change at speed and support the development of new or changed services.

**Remote/agile working:** The expectation is that those who can work from home will continue to do so. This will need to be supported by new policies, processes and management practice.

### **Restart: Next Steps**

#### **Workforce:**

- A process has been agreed with the Trade Unions regarding the restarting of casework and cases are now being discussed with managers.
- Policies and processes are being reviewed in order to ensure that they meet the requirements of an agile workforce.
- HR, as a service, will continue to work from home.

#### **Supporting Council Services:**

- Continued and positive engagement with the Trade Unions is a vital element in the Council's safe and constructive restart of services, and this will continue to be managed through HR.
- There will be a need for HR to support directorates in their workforce plans and to look for opportunities to support young people into the workplace.
- HR will look at different ways of working with schools and governing bodies, to ensure that the appropriate support is provided, but using a methodology which supports the Council's underlying principles on the return to work.

**Online Learning:**

- Cardiff Academy will deliver more online and virtual courses, to ensure that relevant training and development can be provided.

## **8.4 Health & Safety**

### **Lockdown**

Responding to the pandemic has placed significant demand on the Council's Health and Safety function, which has been central to the organisation's strategic and operational response. A primary focus has been the provision of proactive support for staff, particularly frontline staff in key sectors, who may be at risk of heightened exposure to Covid-19. From the onset, the Council's Health and Safety team have promptly issued comprehensive guidance to support staff and service users, which is consistent with national guidance and is responsive to emerging issues. This has included developing and issuing guidance in relation to cleaning and personal hygiene; physical distancing; and the use of PPE. This guidance has been widely communicated and includes material such as instructional videos essential for the safe delivery of critical services during the lockdown period.

To accommodate the significant uplift in demand, a number of services are currently suspended, including health and safety training; statutory testing on closed premises, excluding gas testing and six-monthly fire alarm inspections; monitoring health and safety compliance; face-to-face occupational health consultation; health screening; and face-to-face counselling.

The service has ensured the safe lockdown of premises, with a focus placed on the purchasing, collection and delivery of Covid-19 related supplies, particularly the provision of suitable PPE, including quality checks on products. Council staff have also been supported to complete physical distancing risk assessments, with weekly visits undertaken to Childcare Hubs in order to complete building safety checks and provide support.

### **Restart: Issues and Challenges**

On 7<sup>th</sup> April 2020, the Welsh Government issued [guidance](#) under regulation 7A of the [Health Protection \(Coronavirus Restrictions\) \(Wales\) Regulations 2020](#), in relation to taking all reasonable measures to ensure that a distance of two metres is maintained on particular premises. The guidance forms a large part of the Welsh Government's [recovery roadmap](#), with an emphasis placed on adapting workplaces to maintain social distancing.

[The Health and Safety Executive](#) has also issued guidance to help employers, employees and the self-employed understand how to work safely during the Covid-19 pandemic, with Public Health Wales continuously updating [joint guidance](#) regarding PPE.

**PPE:** There will be increased demand for PPE and advice across the Council and the city.

**Safe return to use of buildings:** ensuring the safe return to use of buildings is fundamental, taking into consideration social distancing requirements.

**Workforce:** a significantly enhanced Health and Safety team will be required to support delivery over the year ahead.

## **Restart: Next Steps**

As part of the Council's approach to lower the rate of transmission, the restart of services will be based on compliance with criteria including Safe Premises and a detailed risk assessment that covers all aspects of how services will be delivered in the context of physical distancing and infection control requirements. The approach is currently being worked through with service areas.

### **1. Health and Safety methodology**

#### Safe Premises

Each Council premises will be subject to an assessment, which applies a corporate template to achieve physical distancing. This includes implementation of safe access/ egress, safe use of communal facilities such as welfare provisions, printing, kitchens, meeting rooms and allocation of safe desk space. The frequency of cleaning of high-contact surfaces and provision of hygiene supplies will be included in the assessment.

#### Safe Services

Each service area will complete an assessment checklist which will highlight risks in relation to interaction with the public, colleagues, contractors as well as use of equipment and travel in work. A risk assessment will be completed for each service area detailing the required controls in place in line with Council Policy and National Guidelines.

### **2. PPE**

Where maintaining two metre physical distancing is not possible, PPE will be provided to safeguard staff and service users. The provision of medical-grade PPE for social care has been modelled and supplies secured to supplement Welsh Government issue for the medium-term based on national guidelines. For non-social care PPE will be issued following Service Area Risk Assessments, where it is determined that physical distancing is not able to be achieved. Modelling of non-social care PPE, including schools, is currently underway.

### **3. Working From Home**

Working from home will remain the default position for those Council staff who are able to do so for the foreseeable future. This Council-wide change in working practices will need to be supported by new policies, procedures and management practices. For those services where staff cannot work from home, or where face-to-face contact is necessary, robust physical distancing measures will be put in place detailed in Service Area Risk Assessments.

### **4. Workforce**

A section of the Council's workforce has been self-isolating for three months, up to the 15<sup>th</sup> June. It is anticipated that those staff at highest risk from the effects of Covid-19, who are shielding will continue to do so for a period of time after this date. The Council awaits National Guidance in relation to those shielding.

Those staff who were advised to self-isolate due to a medical vulnerability will need to be risk-assessed at the end of the period prior to returning to the workplace, where working at home is not possible. A National Workforce Risk Assessment has been issued, which has been amended to apply to Council services/ staff. Each member of staff with an underlying medical vulnerability will need to undergo risk assessment with the support of Occupational Health prior to returning to the workplace.

For staff who are residing with a vulnerable family member, the Council will continue to risk assess individual circumstances in order to support staff and their families in protecting those who are most vulnerable from the effects of the virus.

## 8.5 ICT

### **Lockdown**

ICT services have continued to operate with its infrastructure supporting staff across the Council to work from home.

Projects, such as the migration to Office 365 and Microsoft Teams, have been accelerated to support collaboration, and new applications for services have been delivered. This includes a registration process for key worker childcare provision in hub schools and a business support grant system. Additionally, ICT have built an interim ‘Track and Trace’ system, in anticipation of a new, national system, to enable the '[Test Trace Protect](#)' service to commence before the national system is launched.

The service has also assisted directorates to develop new ways of working; for example, disadvantaged learners have been supported with technology and connectivity within Education.

### **Restart: Issues and Challenges**

New ICT systems are vital to ensuring the deliverability of future national recovery strategies.

**Supply chain disruption:** an accelerated move to homeworking and flexible working is likely to continue and will require ongoing support; however, supply chain disruption for technical equipment may endure, resulting in slower delivery.

**New and future projects:** new projects are likely to continue to be affected, including physical projects such as new building links or Wi-Fi installation. Future projects may also be delayed.

### **Restart: Next Steps**

#### **Workforce:**

- The service will re-model office environments to support ‘hot desking’ and less permanent office-based staff.

#### **Supporting Services:**

- ICT will undertake a review of service delivery models, including an extension of the current homeworking model.
- Building on the launch of Microsoft Teams, ICT will explore new ways to support changed service needs and the ability to deliver services differently, for example, remote training.
- The service will work with Education to explore extending the support provided to disadvantaged digital learners during the lockdown to become a permanent solution.
- ICT will continue to work with Democratic Services to ensure that needs are met. This includes the extension of mobile-enabled hardware to Members, as well as piloting Full Council meetings via Microsoft Teams. This will be extended to other Committee meetings, and the potential for broadcasting will also be explored.

**Application Mobility:**

- Moving forward, work will be undertaken to review how to deliver existing systems more efficiently. This will involve including a 'distributed' model in all new application procurements as an essential criteria.

**Telephony Mobility:**

- The service is currently piloting new telephony options to extend the use of the corporate 'landline' at home.
- The service is also exploring digital communication models, including embedding telephony into Microsoft Teams, to extend the use of conferencing. This will see an increase in demand for peripheral devices, such as headsets, to allow people to work in a more agile manner.

**Infrastructure Review:**

- Existing infrastructure has significantly scaled up, with a mass migration to home use. The service will undertake a review of infrastructure moving forward, to ensure sustainability. This will likely include an expanded use of Wi-Fi within office environments, as well as increased 'hot desking' or equivalent.

## **8.6 Customer Services**

### **Lockdown**

Services, including Connect 2 Cardiff (C2C) and the Wales Interpretation and Translation Service (WITS), are continuing to be delivered, with homeworking and socially distanced office use. However, new service development, such as App, Web and Bot, were placed on hold. Longer opening hours are being offered on digital channels, extended from 6pm to 8pm weekdays, and a new version of the ChatBot has been created to answer Covid-19 related queries. A new webpage has also been built to offer information and advice to residents and is updated regularly.

### **Restart: Issues and Challenges**

Welsh and UK Governments have both recognised the need to enhance and ensure the sustainability of digital capability longer term, with new ICT systems vital to ensuring the deliverability of future national recovery strategies.

**Increased demand:** a surge in demand for digital service solutions is expected, as opposed to a face-to-face digital response, requiring product development capacity.

Digital deprivation and exclusion will become an increased issue for a range of hard-to-reach demographic groups.

### **Restart: Next Steps**

#### **Connect 2 Cardiff (C2C):**

- Staff will continue to work from home, with reduced numbers on site to ensure social distancing in the workplace. A full service will continue to be offered across the telephony channel, alongside managing email contacts.
- Digital platforms, such as social media and Webchat, have extended hours to support communications activities and meet increased demand through these channels, which will continue.
- The contact centre operations will continue to work with, and support, areas undergoing their restart activities where capacity allows.

#### **Wales Interpretation and Translation Service (WITS):**

- Staff will continue to work from home, offering a 24/7 service to the partnership.
- The service has supported increased demand in terms of video interpretation and anticipates that this will continue.

#### **Digital Services:**

- It is apparent that a ‘form’ solution is required to accelerate developments for a wide range of services. Replacing the existing solution will accelerate the delivery of digital communication methods, supporting the wider restart of council services.
- New service development, such as App, Web and Bot, have been placed on hold whilst in lockdown, in order to realign resource to meet specific Covid-19 related work. As Council services return to ‘business as usual’, this work will be revisited.

**ChatBot (BOBi):**

- The Bot team will move towards ‘business as usual’ where appropriate as the restart occurs, and will begin planning the next stages of service introduction. Communications will be required to promote the capability of the Bot to raise awareness of the services it can handle.

**Council Website:**

- Alongside form/ contact development, the website will need to be re-aligned to reinstate pages which were previously superseded by Covid-19 messaging. This will be a staggered approach as individual services restart.
- The recruitment of an Online Designer and Content Officer is required to expand capacity within the web team; funding is in place.

## **8.7 Governance & Legal Services**

### **Lockdown**

Homeworking has been adopted by the service, though attendance at County Hall is still required on a regular basis for paper-based processes. Engagement has taken place with partner agencies to agree changes to working practices. The service has seen an increase in requests for legal advice on complex matters, including reviews of Council contractual arrangements and other Covid-19 issues.

Formal Member-level decision-making meetings were initially suspended; however, new Regulations published by the Welsh Government on 21<sup>st</sup> April 2020, allow remote meetings to occur with the following meetings (at the time of writing) taking place:

- Project Gwyrdd Joint Committee (19<sup>th</sup> May 2020)
- Council (21<sup>st</sup> May 2020)
- Glamorgan Archives Joint Committee (22<sup>nd</sup> May 2020)

Only urgent, time-critical or essential decisions will be made by formal Member-level remote meetings in the immediate future.

The Annual Meeting of the Council has been delayed, with Scrutiny Task & Finish panels and policy development also on hold. Furthermore, the ten-working day target for Member enquiries is currently postponed, with a response to enquiries provided where possible. Police and Crime Commissioner Elections have been postponed from May 2020 to May 2021, meaning that they will now be held at the same time as Assembly Elections.

Glamorgan Archives is currently closed. Whilst staff do not have access to the physical collection, a remote response to enquiries is being continued where possible, particularly for access to the digital collection.

Electronic Court Hearings are being held for safeguarding matters and tribunals; however, many matters have been adjourned. Additionally, all Magistrates Court Hearings and housing repossession hearings have been suspended, with many matters in the Family Courts and Court of Protection adjourned. House moves have also been discouraged, with significant loss of income to the service.

## **Restart: Issues and Challenges**

The legal basis for tackling the impact of coronavirus in Wales comes from the [Public Health \(Control of Disease\) Act 1984](#) and the [Coronavirus Act 2020](#). The main Regulations, made under the 1984 Act, are the [Health Protection \(Coronavirus Restrictions\) \(Wales\) Regulations 2020](#).

The Welsh Government has also made other subordinate legislation as part of its wider response to the emergency, including

- the [Local Authorities \(Coronavirus\) \(Meetings\) \(Wales\) Regulations 2020](#), which make provision in relation to Local Authority meetings, and the publication of and access to certain Local Authority meetings.

The legislation is frequently reviewed and changes to restrictions will occur as we move through the different stages outlined in Welsh Government's [roadmap](#), although, fundamentally, they can also be re-imposed.

**Suppressed demand:** as Cardiff moves gradually out of lockdown, and as regulations are relaxed, a significant backlog will need to be resourced by the service, as well as client departments, particularly as many hearings and matters have been suspended or adjourned.

**Education Admission Appeals:** over 150 Education Admission Appeals will need to be dealt with remotely, in a reduced timescale, increasing the risk of challenge.

## **Restart: Next Steps**

### **Democratic Services**

- New legislation allows the service to hold formal decision-making meetings remotely. Full Council was held remotely on Thursday 21<sup>st</sup> May, and agreed Scrutiny arrangements are going forward. Plans are being put into place for future Council and Committee meetings.

### **School Admission Appeals**

- New legislation allows the service to undertake appeals remotely in virtual hearings or by written representation. The appeals are provisionally timetabled and began on 1<sup>st</sup> June 2020.

### **Glamorgan Archives**

- The building will re-open to staff when it is safe to do so, and at a later date for volunteers and the public, subject to the completion of a Health and Safety Risk Assessment.

## **8.8 Equalities & Engagement**

### **Lockdown**

All work regarding public consultation on Council policy development has been temporarily paused and the Public Sector Equalities Duty reporting requirements have been deferred until at least September 2020.

Some Covid-19 specific engagement activity has taken place, for example engagement has been undertaken with faith leaders on burials and cremations.

### **Restart: Issues and Challenges**

**Public consultation and engagement** – The Council must ensure that meaningful public engagement continues during recovery, and that any restrictions to previous engagement methodologies due to social distancing requirements and the increased use of digital channels must be identified. This is of particular relevance for hard-to-reach or easy-to-overlook groups who benefit from more direct engagement to ensure participation.

**Supporting groups with protected characteristics to stay safe and ensuring no one is left behind in the city's recovery strategy** – Covid-19 has had a particular impact on some protected characteristic groups. Inequalities experienced by Black and Minority Ethnic (BAME) communities, disabled people, women, older and younger people, along with broader socio-economic inequalities, appear to have been exacerbated by the crisis and any changes to services as a result of Covid-19 must take into account the ability of these groups to access these services.

### **Restart: Next Steps**

A new model relying on digital channels will be required, in order to continue consultation and engagement with our citizens, with any impact on seldom-heard groups taken into account.

## **9. Strategic Planning & Transport**

### **9.1 Transport Strategy & Active Travel**

#### **Lockdown**

The unprecedented measures introduced to limit the spread of Covid-19 have had profound impacts on Cardiff, with the significant decrease in traffic on the city's streets and an increased number of people walking and cycling around their neighbourhoods for essential travel and daily exercise. A full Transport Strategy and Active Travel service is being delivered; however, some on-street works have been delayed in order to ensure full social distancing. Consultations on capital schemes and Traffic Regulation Orders (TROs) have also been put on hold.

#### **Restart: Issues and Challenges**

There is a pressing need to ensure that levels of motorised traffic do not grow unmanageably when travel increases again following lockdown. The need to maintain social distancing while undertaking essential journeys means that the Council will have to provide safe spaces for people to walk and cycle and to address traffic speeds. This is being addressed through the development of a Transport Recovery Plan, which includes:

- Measures to tackle speeding vehicles through a communications campaign and the introduction of 20mph limits in the vicinity of district centres;
- Installing temporary segregated cycle routes along the alignment of planned strategic cycle ways;
- Temporary measures to facilitate active travel and social distancing in district and local centres, including the city centre;
- Temporary road closures and modal filters in residential areas to manage traffic and improve safety for pedestrians and cyclists;
- Measures outside schools to facilitate active travel and social distancing when schools return, and;
- Temporary bus gates and other measures to enhance bus movements.

The Council has submitted initial funding proposals to the Welsh Government for the measures outlined above.

As part of the Transport Recovery Plan, the Council is bringing forward a number of pilot schemes designed to keep the public safe and able to socially distance in public spaces. The first neighbourhood shopping area that will be adapted for safety reasons is Wellfield Road.

Road traffic schemes are also being developed in the city including accelerating some previously agreed Clean Air proposals in the city centre on Castle Street. The eastbound traffic lane nearest to Cardiff Castle has been removed so that the walkway can be extended into the road for both pedestrians and cyclists to use. Transport improvement schemes at Central Square and Wood Street, including the development of a new cycleway, have also been brought forward.

Social distancing requirements in the city centre and district shopping centres will be vital to stopping the spread of the virus and restarting the city economy. This will require an integrated approach to city management for the duration of the Covid-19 pandemic.

There is a risk to the timescale and additional costs of delivery of transport schemes from site construction social distancing requirements at restart or any new contracts. All on-street works will be difficult due to adherence to continued social distancing requirements. Safe working risk assessments of various services, including highways surveys and inspections, are to be undertaken, with appropriate safe working measures to be implemented.

### **Restart: Next Steps**

#### **Develop and implement the Transport Recovery Plan:**

- Phase 1:
  - Implementation of a pilot Safe District Centre scheme at Wellfield Road.
  - Removal of eastbound lane at Castle Street.
  - Enhanced public space and cycling space at Central Square/ Wood Street.
- Phase 2:
  - Development of a ‘Safe City’ approach to management of and access to the city centre.
  - Accelerate implementation of White Paper and other safe streets schemes.

## **9.2 Highways Operations & Assets**

### **Lockdown**

Frontline asset maintenance works that are currently being delivered include street lighting, gully cleansing, footway repairs, high speed route repairs/ cyclic maintenance and Public Rights of Way.

Internal operational services were scaled back to reactive/ emergency response only in line with the Highways business continuity plan and will be re-introduced wherever safe and reasonably practicable. Winter and 24-hour emergency standby and response continued as normal. Cyclical maintenance of gateway routes has commenced, but to a reduced scale. Teams that can work alone and can prioritise work to adhere to social distancing requirements, such as street lighting repairs, moved to increase activity during the week commencing 11<sup>th</sup> May 2020.

External contractors related to minor and major highway works have been put on hold, but were re-introduced during the week commencing 11<sup>th</sup> May 2020. Two external contractor teams were kept employed undertaking larger scale safety-related works. Some locations will be difficult to access due to pedestrian movements and social distancing requirements so productivity levels may be adversely affected.

Intelligent Transport Systems, CCTV, Tunnel Maintenance and related assets have continued as normal, although scheduled maintenance activities have been scaled back to essential works only. External contracts related to the above are continuing as normal, although again scheduled maintenance activities have been scaled back to essential works only.

Safety inspections were scaled back to driven surveys of strategic routes and walked surveys of city centre and high footfall locations. Highway safety inspections were reintroduced to a higher volume during the week commencing 11<sup>th</sup> May 2020. Although works will need to be prioritised to areas of highest risk, these are generally areas where there is greater pedestrian activity. The ability to undertake works will therefore be restricted. Inspections levels are being apportioned appropriately.

All major resurfacing and surface treatment works were put on hold due to the contractor's withdrawal. Major resurfacing works restarted during the week commencing 11<sup>th</sup> May 2020, with work concentrating on major routes such as the A48 and A4232. Minor works contractors have returned to work with the exception of localised resurfacing gangs, but these are due back to work by early to mid-June 2020. Surface treatment works are unlikely to restart until there is a significant relaxation of restrictions. Due to the majority of the roads being residential and parked vehicles, the inability to move the vehicles will prevent the work being completed effectively.

## **Restart: Issues and Challenges**

There will be a need to address the reduction in proactive maintenance that was able to take place during the lockdown period, which will have contributed to the deterioration of the city's highways assets. There is also a need to ensure that improved linkages are developed with current proposals for wider enhancements within the city.

Around 95% of operational staff are primarily working out of depots at Brindley Road and Coryton as home working is not possible. Potential arrangements will be put in place for teams to be able to go direct to their work location where possible, but 'O' Licence requirements will need to be adhered to at all times. PPE, including masks, is to be provided where sharing vehicles and starting times/ stores visits will need to be varied to reduce grouping of staff.

A review of current working arrangements and ICT requirements will need to be undertaken to allow more agile working to help reduce the need for office working and related travel requirements. This includes potentially reduced capacity at County Hall due to social distancing requirements for office-based staff. There is also a need to make more effective use of remote working, but the use of technology is still not fully comparable to in-office working.

## **Restart: Next Steps**

In the following main operational areas, a phased approach to recovery will be implemented:

- Street Lighting – Recovery to deliver routine maintenance of street lights.
- Drainage – Recovery to deliver routine maintenance of drain gullies.
- Masons/ HSR/ Public Rights of Way – Recovery to deliver routine maintenance to highways and public rights of way.
- Middle Management and Support Staff – Recovery of office-based support to frontline operations.

From Monday 15<sup>th</sup> June the Operational Teams will move from essential/ emergency repairs to deliver routine maintenance. To ensure the safety of teams, risk assessments will be carried out to identify equipment requirements such as signage, PPE etc., ensure prompt testing for symptomatic frontline staff, introduce changes at the depots such as staggered start times etc.

## **9.3 Parking & Traffic Enforcement**

### **Lockdown**

On-street parking enforcement has been suspended, but Blue Badge and parking permit work is ongoing. Clamping operations have also been suspended. Civil Parking Enforcement (CPE) is due to re-commence with a phased re-introduction of patrols of those areas with high vehicular activity, primarily to address problem parking and safety-related offences. As vehicular activity increases, the level of enforcement will increase accordingly.

Moving Traffic Offences (MTO) enforcement was also suspended, with the exception of safety-related enforcement such as banned turns and misuse of bus lanes, which was re-introduced in early May 2020. All MTO cameras returned to operation from mid-May 2020.

### **Restart: Issues and Challenges**

The cessation of CPE has had a major impact on income targets, with the loss of CPE and parking-related income around £1.2M per month.

The parking and street enforcement infrastructure within the city will need to be fully restarted over coming weeks, including consideration of satellite locations for on-street CPE staff who would usually work primarily out of County Hall. A review of working arrangements will be undertaken to allow more agile working to help reduce the need for office visits and related travel requirements, following corporate Health and Safety guidance. The introduction of further digital technologies to improve performance and related income will also be considered.

### **Restart: Next Steps**

The restart of core services will be proportionate to demand from increase in vehicle movements and parking concerns, and be led by Welsh Government announcements on the easement of lockdown. In doing so, the following will apply:

1. Teams will have a Risk Assessment and identified PPE.
2. Risk assessment and operational controls at County Hall.
3. Working hours limited to 6 hours per shift.

## **9.4 Planning**

### **Lockdown**

With effect from 27<sup>th</sup> March 2020, temporary changes were made to the delivery of some of the functions of the Development Management service in response to the evolving situation. These changes effectively froze the registration/ validation and consultation on new planning applications and stopped the issuing of decisions; although officers progressed work in assessing around 500 proposals that had already been submitted. Planning Committee meetings have also been cancelled until further notice.

These temporary arrangements were reviewed at the end of April 2020 and functions are being gradually brought back into operation, with significant levels of service currently being delivered as part of a three-phased approach in line with Welsh Government guidance.

Consultations and the issuing of delegated decisions on all types of applications recommenced with effect from 18<sup>th</sup> May 2020. These changes have been in line with other Welsh and Core City Local Authorities. This is aligned with other Local Planning Authorities who are now also introducing enhanced arrangements after a period where there were limitations on the ability to provide a ‘business as usual’ service. The phased approach also reflects the need to maintain momentum on schemes which already have approvals in place and gradually introduces wider consultation and decision-making.

The final phase will respond to Welsh Government Regulations relating to the operation of Planning Committees and work is ongoing to facilitate holding Planning Committee meetings remotely in the near future. In accordance with the Council’s Constitution, no planning applications are being determined through delegations if the decision should be taken by Committee.

Work on the Local Development Plan (LDP) Review/ replacement LDP has been put on hold.

### **Restart: Issues and Challenges**

The Planning Service plays a key role in keeping the economy moving through enabling development proposals – for example, by bringing forward the development of new affordable housing, schools and business premises. This will be all the more crucial when emerging from the lockdown.

With regard to planning policy, officers have continued to undertake important background work as part of the ongoing Plan Review process, but at this juncture no formal Council resolution has been passed to proceed with a replacement Local Development Plan. Stakeholders will be kept informed of any future plan-making arrangements in due course. There is also a need for a review of the LDP process in order to make it more agile.

Home/ agile working has been rolled out fully, enabling work to be progressed, but some statutory requirements relating to consultation and Planning Committee decisions have created specific issues that needed to be overcome. Some new digital working arrangements will need to be considered in light of continued social distancing requirements, but use of technology is still not fully comparable to in-office working. The Council will urge the Welsh

Government to consider making permanent changes through the modernisation of the planning system in Wales by allowing enhanced digital consultation arrangements and dropping current requirements such as site notices, press adverts and paper-based solutions.

### **Restart: Next Steps**

- Restart of Planning Committee meetings planned for June and July as part of a phased approach to be supported by robust new committee and engagement arrangements.
- Risk assessment of site visits/ inspections by Planning Enforcement, Conservation and Building Control teams, with safe working measures to be implemented.

## **10. Social Care, Health & Well-being**

### **10.1 Adult Services**

#### **Lockdown**

At the start of lockdown, all but essential face-to-face visits ceased, with the core focus of the service becoming the preservation of life, and minimising harm including essential adult and child protection. All face-to-face contacts that have continued are individually risk assessed, with staff issued appropriate PPE to ensure the safety of both staff and vulnerable service users. Priority safeguarding activity continues to take place with partner organisations through joint management arrangements and agreed response to risks. Agile decision making with partners has been facilitated through established bronze and silver command structures.

Adult Services is operating under a model where only the following activity is undertaken:

- Emergency Duty Team functions (24/7)
- Mental Health Act Assessment
- Essential safeguarding
- Emergency assessments and service provision for those at significant risk of harm or abandonment
- Supporting essential direct services – internally and commissioned – in safely providing domiciliary and care home services, with a focus on a health and safety driven approach to supporting the most vulnerable.

The safety and well-being of front line workforce and people with care and support needs has been of paramount importance and has been prioritised throughout the lockdown period. Dynamic assessment of the health and safety risks involved in all job roles has been undertaken in line with social distancing requirements and PPE availability. The workforce has worked very flexibly to meet the needs of the service users, for example keeping in touch digitally with people who are highly vulnerable, as day opportunities have not been operating. There has been a significant increase and improvement in the use of technology to support service provision.

The flexibility to implement changes to working practices has been enabled through the relaxation of regulatory and legislative requirements of the Social Services and Well-being (Wales) Act and temporary relaxation of requirements from the Care Inspectorate Wales.

A review of the work undertaken by social workers has been carried out to identify specialist tasks that can only be completed by qualified professionals. This has allowed appropriate staff to focus their attention in these areas, with the re-allocation of tasks that can be completed by other workers.

Across Social Services there has been a focus on understanding, managing and mitigating risks. There has been daily review of ‘who we are most worried about’ and activities aligned.

This has ensured that the Council and care providers are focussed on the most vulnerable individuals in society and are implementing integrated locality models, managing in-house and independent sector social care, alongside primary care and community health service.

## **Restart: Issues and Challenges**

**Demand** – As lockdown and social distancing requirements continue, it is anticipated that the pressure on families and vulnerable people, alongside the support of those discharged from hospital, will result in significantly increased demand for social services. Across the care sector additional capacity will need to be developed to meet the rising demands.

**PPE** – There will be an ongoing requirement for PPE and the Council is committed to ensuring there is sufficient supply for the whole social care sector.

**Workforce** – As contact tracing is implemented, there are risks highlighted by social care providers that they may experience business continuity issues if there is a period when significant proportions of staff cannot work. There is close working across the whole sector to ensure there are well-developed plans which will enable the ongoing provision of essential services.

**Finance** – There is uncertainty over the levels of funding and resource available for the long term. Additional funding to support the adaption and delivery of social care services is currently only available to 30<sup>th</sup> June 2020.

**Partnership** – The lockdown period has seen numerous examples of strong partnership working across the health and care sector. As health and care sector partners move to re-introduce business as usual and operating under the ‘new normal’, this level of partnership working and service integration must continue.

**Sector Resilience** – Given the current and anticipated increased demands on the service and uncertainty over future funding, consideration will need to be given to whether all care provisions will remain viable over the ongoing course of the crisis. Focussed work will be required on what the social care sector needs to look like in the future.

## **Restart: Next Steps**

### **Adapting Service Delivery:**

- The psychological impact of the extended lockdown will mean a need to enhance early intervention and prevention in the area of mental health.
- Across Social Services the continued use and adoption of new technology will be required to improve agile mobile working opportunities across all staff.
- Locality approaches to accommodation, well-being, health, care and support will be accelerated to enable capacity to be developed.

### **Workforce and Expanding Capacity:**

- Health and social care professionals have been front and centre of the national response to Coronavirus. Effort must be made to build on the deserved positive media coverage of social care during the lockdown period, promoting recruitment opportunities and the retention of staff.
- Recruitment to expand carer capacity will provide support for in-house services to meet the anticipated increase in demand in both adult and children’s services. It is planned that this will be undertaken via the transformation fund.

- Opportunities also exist to utilise volunteer capacity, with volunteers trained and deployed to provide support to the most vulnerable citizens in circumstances where qualified professionals are not required.

## **10.2 Independent Living Services**

### **Lockdown**

During the Covid-19 crisis, teams such as Independent Living Services (ILS) Visiting, First Point of Contact (Hospital), First Point of Contact (Community), and Occupational Therapy have continued to fully support their clients. Work has focused on specific areas such as:

- Welfare checks to ensure that elderly or vulnerable citizens receive the support that they need such as information on picking up prescriptions, shopping etc.
- Supporting patients in hospital to return home.
- Supporting residents at home to avoid the need for them to go into hospital.
- Working to prevent a breakdown in care.
- End-of-life arrangements.

Throughout strong links have been maintained with the Adviceline with regard to shielding and access to food parcels.

The Joint Equipment Store has implemented an activity reduction plan to ensure their most urgent services are protected. This has been applied in consultation with its partner organisations and includes:

- The delivery of continence products across Cardiff and the Vale for existing customers, hospital wards and urgent new patients required for discharge or palliative care.
- Same/ next day delivery service to support hospital discharge, avoid admissions and carer breakdown.
- Standard equipment deliveries only if they are required to directly support discharge or stop an imminent admission.

The Disabled Facilities Grants team is currently prioritising repairs to defective adaptations, ensuring people remain at home and care remains in place, as well as emergency adaptations, in order to support hospital discharge; reduce breakdown of care and prevent admissions.

To complete essential works in people's homes, full procedures have been created requiring client consent to do works, strict social distancing measures, full cleaning on entry and exit of properties, and use of appropriate PPE.

The same/next day service offered by the Joint Equipment Store has delivered more equipment in one month than it had in four months during 2019/20. Ten additional drivers from across the Council have been trained to assist the Joint Equipment Store and are on standby should the need arise for them to be deployed

## **Restart: Issues and Challenges**

As health services re-open, it is anticipated that there will be additional pressure due to an increase in demand across all ILS team, including an increase spike in the number of home visits being requested due to suppressed demand.

The First Point of Contact (Community) team is expecting an increase in the amount of referrals received from professionals and the public due to carer stress; decline in mobility and general health, living conditions, and low-level mental health issues due to isolation, depression, bereavement and financial difficulties.

The type and number of referrals received could have a negative impact on staff's well-being due to the increased number of complex cases (poor physical health, mental health issues, bereavement).

Since the beginning of lockdown, the Occupational Therapy team has received 151 referrals, which is a 50% reduction on the usual number of referrals. The team anticipate that demand will grow as people will have become de-conditioned due to a lack of mobility, thereby impacting on their longer term welfare.

The Disabled Facilities Grants team are expecting an increased demand for their services if people do become de-conditioned due to a lack of mobility. There will also be a backlog of complex cases to be dealt with, as 'simple' cases are generally still able to be completed during lockdown. Complex cases which require a home visit cannot currently progress. This not only will have a negative impact on the person's health and well-being, the average grant costs and time taken to complete each case will also increase as a result. The framework contractor supply chain is likely to be compromised, therefore delaying work on site.

Due to current measures, the Day Opportunities team are unable to take clients out into the community and have had to completely stop their regular work. The majority of staff have been redeployed. Many community groups in the city have had to temporarily close their doors, which has placed additional demands on council services. It is not clear when or if these community groups will be able to re-open.

In order to maintain social distancing requirements, it may be necessary to develop digital interaction with clients.

There could also be supply chain issues which could affect both current and projected demand.

## **Restart: Next Steps**

- A business case is to be completed to potentially create more roles in the First Point of Contact (Community) team due to increase in demand for services.
- Communication guides for the Joint Equipment Store are to be created to manage expectations and to communicate to prescribers, internal teams and customers the different stages until a return to normal working arrangements is possible.
- The Covid-19 crisis has highlighted the need for the Occupational Therapy team to change how they respond to requests and to further develop the service.

## **10.3 Meals on Wheels & Telecare**

### **Lockdown**

Homeworking has been adopted across 24/7 services provided by the Council, supported by online communication.

Demand for Meals on Wheels has increased, with staff working with Youth Foods to deliver meals to the homeless in three locations across the city.

The Telecare service has continued to operate throughout the COVID-19 crisis with help from volunteers. During March 2020, mobile wardens attended 673 call outs, of which 334 related to falls. Demand for the Telecare Mobile Warden Service has also increased; however, Telecare Operators are now enabled to take 'out of hours' repair calls from home. A pilot will establish if Telecare critical calls can also be effectively taken from home.

The ability to triage and take initial Telecare 'call out' has been developed and is being piloted. Furthermore, a 'Plug and Play' service option has been introduced for customers who are able to self-install kit.

### **Restart: Issues and Challenges**

**Increased demand:** as Cardiff moves gradually out of lockdown, a continued increase in demand for services that support vulnerable residents is expected, particularly Meals on Wheels and Telecare.

**Workforce:** if shielding continues as lockdown eases, staff shortages could occur if staff move back to their substantive posts and/or volunteers return to their jobs or are otherwise no longer available. This could lead to increased staffing costs and further reliance on agency staff.

**Loss of revenue:** the number of new connections to the Telecare service declined significantly in March and April 2020. This will need to be monitored closely over the months ahead.

### **Restart: Next Steps**

#### **Telecare**

- Proactive welfare calls to customers will continue to be carried out by those staff who are currently homeworking with limited access to systems; this has the potential to reduce the number of incoming calls to the Telecare service.
- Working in partnership with Health and Social Care, the service will facilitate hospital discharge and keep people independent in their own home using Telecare and Technology Enabled Care (TEC). TEC will become the default position.

#### **Workforce**

- The service will recruit additional agency staff to backfill roles that are currently filled by volunteers whilst frontline staff are shielding. This will also provide flexibility should the service see an increase in demand.
- Digital working solutions will continue to be developed that enable agile working.

## **10.4 Supporting Asylum Seekers & Other Non-UK born Residents**

### **Lockdown**

Policy work on asylum and broader migration issues has increased in both volume and complexity.

### **Restart: Issues and Challenges**

**Supporting Asylum Seekers** – As the Home Office seek to resume asylum dispersal processes following the three-month pause on ‘move on’, the Council will face further pressures on homelessness services as asylum seekers who have received a decision on their claim are served notice to vacate their asylum accommodation. It is currently anticipated that move-on may resume on 1<sup>st</sup> July 2020, following ministerial review.

Given the current direction from Welsh Government to accommodate all residents at risk of homelessness, the Council may need to provide assistance to a wider cohort of recent asylum seekers, including those who have received a negative decision on their claim, who have the No Recourse to Public Funds condition. This condition is complex and costly to resolve, and access to immigration advice in Cardiff is limited.

**International migration** – Reduced international migration may impact on particular industries and public services, including health and social care. Freedom of movement is due to end from 1<sup>st</sup> January 2021, and to be replaced by a new points-based system which is currently undergoing UK parliamentary scrutiny.

**EU Citizen Settlement Scheme** – At the end of March 2020, 14,300 EU nationals living in Cardiff had applied to the EU Settlement Scheme. The impact of Covid-19 on the take up of the scheme is currently unknown and the delivery of support services to apply to the scheme will need to shift to a digital model in the weeks ahead.

### **Restart: Next Steps**

The Council will continue engagement with the Home Office and their contracted asylum accommodation provider, Clearsprings, to influence the exit-strategy for the pause on ‘move on’ and asylum dispersal. The key ask for the Home Office is that resuming business is done at a pace and scale that is manageable, noting the considerable pressures the Council currently face in terms of housing in particular.

There are opportunities for the Council to advocate for progressive reform on immigration, particular in relation to asylum seekers and No Recourse to Public Funds, alongside UK Core Cities.

Work to improve access to immigration advice and enhance partnership working and referral pathways for immigration issues has already begun as a key strand of recovery activity.

## **11. Children and Families**

### **11.1 Children's Services**

#### **Lockdown**

The Council has produced and is following the **Safeguarding Children at Risk – Arrangements and Guidance for Partner Agencies 2020**, which provides Cardiff Children's Services response to safeguard children during the COVID-19 outbreak.

Home visits continue to be undertaken remotely where it is practicable to do so. All children who are on the Child Protection Register have received a face to face visit and plans are in place for more children to be visited, with appropriate health and safety measures in place as well as use of telephone and video technologies are being used to continue the provision of targeted support.

All children have been risk assessed and these risk assessment are live and reviewed regularly with manager oversight to inform decisions around type and frequency of visits. Locality services are operating a Cardiff-wide duty system prioritising cases rated as being black or red risk. A Care and Support Team, staffed with temporary support workers has been set up to manage low risk cases and this team will soon be operating on an agile mobile basis.

**Adolescent Services** buildings are closed and the service is being managed remotely on an emergency basis. Services are offering direct work with young people on the edge of placement breakdown and to provide some relief to young people where services cannot be met with education.

**Fostering social workers** are making regular contact with in-house foster carers to ensure they are receiving the support that they require. Contingency plans are in place for each in house foster carer should they be effected by COVID-19. Social workers for children in in house fostering placements are working closely with Fostering social workers to support children in placements, particularly for placements that are at risk of breaking down.

**Skills to Foster training** is being provided online and all contact is currently virtual. No approvals have been delayed due to the COVID-19 crisis as all prospective foster carers either received a face to face visit before the crisis commenced, or have not yet required one.

**Residential Care Homes** - Crosslands residential home remains open and operating on a staffing level of 87%. Ty Storrie (respite provision) is currently offering alternative provision in response to the COVID-19 crisis to children with longer term needs. 24 members of staff from elsewhere in the service have been repurposed to support Crosslands and Ty Storrie.

Children's Services workforce are currently operating primarily from home, but there is still a skeleton presence at County Hall and Hafan Gobaith. Temporary recruitment to support worker roles has been progressed and social work students have been recruited into temporary social work assistant posts.

## **Restart: Issues and Challenges**

It is anticipated that the impact of an economic downturn on the most vulnerable, and an ongoing lock down, will significantly increase pressure on families and mental health services. There is also an anticipated spike in safeguarding referrals as services move to the ‘new normal’ and as schools restart.

Work is underway to sensitively plan the restart of some services which have been difficult to provide in the usual way during the lockdown. In particular there may be increased demand for mother / parent and baby placements due to delay in parenting assessments as they cannot be progressed virtually; delay in final contact arrangements leading to delay in adoption proceedings; reduced availability of placements for high risk and high need children and young people.

## **Restart: Next Steps**

A review of how to extend the reintroduction of face to face visits to children with a care and support plan, children who are looked after in placements other than fostering or residential and care leavers is being undertaken.

The higher risk cases duty service is being run from Hafan Gobaith and preparations are underway to consider the needs for other locality offices to be available for some work. Attendance will be based on risk assessments undertaken by managers and managed via a booking system to ensure social distancing requirements can be met.

**Adolescent Services** – further scoping on how to deliver 24-hour support for advice and guidance is underway. Consideration is being given as to whether specialist staff remain in separate teams, or integrate with locality teams.

Adoption processes are being closely monitored and going forward, permanence and adoption processes are to be reviewed to ensure that any delays in implementing plans are minimised.

There is close work with providers to offer Cardiff placements for Cardiff children. Contingency plans are developed for children who are COVID-19 positive, or are coming from households where someone was COVID-19 positive in response to circumstances when parents suddenly become seriously ill and the children need to be looked after.

Across the Council’s **Early Help** services, detailed consideration has been given to a phased return to business as usual under the ‘new normal’, including:

- Cardiff Parenting and Flying Start (Groups)
- Cardiff Parenting and Flying Start (Home Visiting)
- Flying Start Childcare
- Cardiff Family Gateway
- Family Advice and Support
- Childcare Offer/ C-CAS

Mae'r dudalen hon yn wag yn fwriadol

## Appendix 2

### COVID-19 Response – Memorandum of Understanding

#### Context

Cardiff Council and the Trade Unions are committed to working in partnership to respond to the challenges posed by the Covid-19 pandemic. We have a long track record of working together that has served us well during the crisis to date. But we are now facing an unprecedented, extended period of uncertainty that will require our collective efforts to support the Council and its staff through the pandemic and its aftermath.

This jointly agreed Memorandum of Understanding (MoU) outlines our joint commitment to ensuring that the Council continues to respond effectively, and with agility, to the pandemic but with an overriding interest in the health and well-being of our staff and local communities.

The Council's response to date has been widely applauded. This reflects the dedication of our frontline staff who have gone above and beyond to deliver essential services in support of the city's most vulnerable citizens. Their commitment has been reinforced by the unity of purpose that has driven our industrial relations. Collectively, we are determined to ensure a One Council approach that helps deliver support to those that need it the most, and works in partnership with the NHS and other public and private sector organisations.

As the 'lockdown' is gradually released the city will enter a new phase of the Covid-19 crisis. As the Council's moves towards the restart and recovery of services, there will be a continued need for a number of Council services to be able to adapt to new demands and requirements. In doing so, the Council will need to continue to be flexible in the deployment of staff to support key services. This will be underpinned at all times by effective consultation and partnership working with the Trade Unions on such matters, including in relation to agreement of associated HR policies and processes.

#### Key Principles

The key principles of the Memorandum of Understanding with the Trade Unions are set out below; however, these do not constitute an exhaustive list:

***Building on the close and trust-based relationships between the Council and its workforce that have underpinned the response to the crisis to date.***

The Council works in an arena of social partnership. During the COVID-19 crisis, this close and integrated relationship between the Council and the Trade Unions, which is based on trust between all parties, is vital and ensures that decisions are made based on the best available advice and guidance. The aim of which is to provide the safest possible working conditions for all council staff and the communities and citizens of Cardiff in the current circumstances.

For the duration of the COVID-19 pandemic, including any recovery period over the next 6 to 12 months (or longer if required), there is a requirement for this trust-based relationship outlined above to continue. This relationship will be vitally important as the Council makes the changes that will be required to ensure services can be delivered safely for the duration of the crisis.

### **Adopting a ‘Health and Safety’ driven approach to the restart and redesign of Council services.**

The Council and the Trade Unions are clear that the safety of citizens and staff will be paramount at all times. The Council is therefore committed to working with the Trade Unions to ensure that the restart and redesign of services is based on a health and safety driven approach that places the physical and mental wellbeing of council staff at the centre of its planning and decision making.

### **Supporting mental health and wellbeing of staff.**

There can be no underestimation of the impact that the COVID-19 pandemic has had on people’s physical and mental wellbeing. The Council are therefore putting in place extra support for individuals through our external provider, CareFirst, as well as a number of other mechanisms. We will keep the Trade Unions up-to-date on all interventions that are available so that they can share this with their members also.

### **Provisions around working from home and continued flexibility in redeploying staff to meet the new challenges of the crisis.**

The Council has had to react very quickly to the impact of the COVID-19 pandemic on the city and council services and the responsiveness and flexibility of services since mid-March 2020 has been recognised and welcomed by citizens and communities in Cardiff. Trade Unions have been vital in allowing efficient and effective decisions to be made by the Council during this period. Moving forward, there will be a continued need to adapt working practices, especially around working from home and repurposing arrangements for staff. This will be required whether they are supporting regional requirements with our partners, such as the Cardiff & Vale University Health Board, or specific council services. The Council will need to continue to action some of these changes quickly and be in a position to react to specific circumstances, but is committed to continuing to consult with the Trade Unions on these matters.

### **Working together to ensure furloughed staff are re-engaged by the Council as soon as practically possible.**

The Council, in consultation with the Trade Unions and in line with national Trade Union consultations, has taken the decision to furlough a number of staff who work in areas where the service is reliant on external funding. A process has been consulted on and actioned. As part of this agreed process, the Trade Unions will be consulted as the Council reviews both this process and the services that furloughed staff are employed in. The Council will look to bring these services back (in whatever form that works in the new environment) as soon as is practically possible and the Trade Unions will be consulted as part of this process. In addition, should any of these services require functional and/or structural reviews, those staff within the services

who have been furloughed will not be treated differently to those staff who have remained in work.

**An agreement on how the industrial relations case management machinery of the Council (e.g. disciplinary processes, resolution procedures, consultation arrangements) will work during the rest of the crisis.**

In line with national guidance, on 19<sup>th</sup> March 2020, the Council paused its processes with regard to the management of cases under a number of policies including disciplinary, resolution, sickness, organisational changes etc. In ensuring an effective and equitable restart to these processes the Council will be proposing an enhanced use of technology and appropriate risk assessments. In all circumstances, the Welsh Government's guidelines will be adhered to, including the need for social distancing. Details will be consulted on with the Trade Unions and cases will be assessed on their own merits within an agreed framework.

**Commitment to monthly workforce partnership meetings.**

Prior to the COVID-19 pandemic, Trade Union Partnership meetings took place on a monthly basis attended by elected members, officers and Trade Union representatives. During the pandemic, this changed to a weekly meeting with HR Officers and Trade Union representatives as there was a requirement to provide regular updates on corporate processes. The Council is committed to putting in place monthly Trade Union Partnership meetings using the previous format, which will also provide a platform for services to bring forward any items for consultation. This will be in addition to the Directorate SAJC meetings, which will continue to be undertaken. All meetings will meet the Welsh Government's requirements for social distancing and, therefore, are expected to take place remotely on a virtual basis.

**The way forward**

The current situation is difficult for employees, the Trade Unions and the Council. In the light of these unprecedented circumstances, there will be a necessity for the Council to continue to be flexible in adapting and reforming service provision and associated ways of working in response to the implications of the COVID-19 pandemic and taking account of continued social distancing requirements.

This MoU represents a serious commitment from both the Council and the Trade Unions to continue to work in partnership and engage with the future programme of recovery and renewal of services, including the implementation of any changes that will help support council employees and service delivery as part of the 'new normal' within Cardiff. It also reaffirms our commitment to continuing to work in a positive and constructive way based on the principles of social partnership.

The Council is also committed to working in partnership with the Trade Unions, based on the key principles set out in the Memorandum of Understanding, on any matters which arise that may not be explicit within this document.

## **Agreement**

This Agreement is a commitment from both the Council and the Trade Unions to work together in implementing the restart and recovery of council services in response to the impact of the COVID-19 pandemic.

**Both parties are committed to engaging in further consultations.**

**The Trade Unions are not prepared to negotiate detrimental changes to their members' terms and conditions of employment.**

Signed on behalf of the Trade Unions:

GMB		Date:	
Unison		Date:	
UNITE		Date:	
		Date:	

Signed on behalf of the Council:

Cllr Huw Thomas Leader of the Council	Cllr Chris Weaver Cabinet Member (Finance, Modernisation & Performance)		
Date:		Date:	

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 11 JUNE 2020**

**CARDIFF COUNCIL'S RESPONSE TO THE COVID-19 CRISIS  
FROM A FINANCIAL MANAGEMENT PERSPECTIVE**

**FINANCE, MODERNISATION & PERFORMANCE (COUNCILLOR  
CHRIS WEAVER)**

**AGENDA ITEM: 2**

**Purpose of report**

1. The purpose of this report is to set out the Council's response to the COVID-19 crisis from a financial management perspective, enabling Cabinet to:
  - Note the urgent work undertaken across all Council services to address the issues faced;
  - Note the financial management arrangements in place to support decision making and mitigate the impact of the crisis;
  - Note the initial assessment of expenditure and income impacts of the crisis for the Council;
  - Note that further financial challenges are faced and the next steps now planned.

**Background / Context**

2. The Joint Cabinet Statement to Council on the 21<sup>st</sup> May 2020 set out the background to the COVID-19 crisis, the response actioned across services and a summary position on the financial impact.
3. The link to the full statement is included here: [Council Statement](#)
4. The day to day operation of services was dramatically changed under 'Lock Down' conditions established following the Prime Minister's public address on the 23<sup>rd</sup> March 2020. Services rapidly transitioned into an 'Essential Services' model delivering core services to the most vulnerable and those most affected by the threat of the virus. Services worked in partnership with other agencies and key communication channels both internally and externally were established.
5. The Council's response to the crisis was quickly established on an emergency management basis to ensure that decisions were taken quickly in response to a dynamic and critical situation. It was recognised that the need for urgent and positive decision making would prevent the spread of

the infection, ensure the health and safety of staff, service users and citizens and prioritise key frontline services and support for vulnerable people.

6. The latest ONS data available indicates that the number of confirmed deaths relating to COVID-19 in Cardiff stood at 341 (up to 22<sup>nd</sup> May 2020 which includes deaths registered to the 30<sup>th</sup> May 2020).
7. The remainder of this report focuses on the response by the Council to the crisis from a financial management perspective.

## **Issues**

### Financial Issues / Logging

8. The Covid-19 virus and associated lockdown measures have had significant financial implications for the Council, both in terms of additional costs and loss of income.
9. As part of the immediate financial management response to the crisis, issues were and continue to be, captured from both an action and monitoring basis via a log on a daily basis to ensure that all financial impacts and key decisions are appropriately documented. This information has also been cross referenced with the daily issues logs produced by the Emergency Management Team.
10. The Financial Log has been used as a key tool to ensure effective control and management during the crisis via the Council's Strategic Co-ordination Group.

### Estimated Expenditure and Income Impacts

11. The Council has estimated an expenditure impact of £18.4M for the crisis to the end of June 2020. This estimate was captured and fed into an all Wales data exercise undertaken to provide a national assessment of costs. The total cost implication across Wales for this period totalled in excess of £82M.
12. In respect of Cardiff Council specifically, the £18.4M is made up of the following summary elements:

	<b>£M</b>
Personal Protective Equipment	5.1
Adults' Social Services	2.9
Free Schools Meals	2.1
Support for Suppliers	2.1
Bereavement	1.8
Operational Changes to Waste	1.7
Homelessness	1.6
Other	1.1
<b>TOTAL</b>	<b>18.4</b>

13. Covering the same period, i.e. to the end of June 2020, the Council also estimates that it will lose income in excess of £11.4M as a direct result of Covid-19. Again this was part of a national assessment where the all Wales income loss totalled in excess of £90M.
14. In respect of Cardiff Council specifically, the £11.4M is made up of the following summary elements:

	£M
Parking, Parking Penalties, & MTOs	3.8
Venues & Events	2.3
Waste - Trade / Bulky /Recyclates	1.3
Leisure & Outdoor Sport	0.7
School Meals	0.7
Storey Arms & Music Service	0.6
Planning & Building Control	0.5
Highways and Transport	0.4
Licensing & Registration	0.3
Enforcement / Recovery	0.3
Other	0.5
<b>TOTAL</b>	<b>11.4</b>

15. It is important to note that expenditure and income impacts relating to COVID-19 are estimated at this stage. Further iterations of these estimates are being prepared and will again be captured nationally. It is also clear that some aspects do still require further analysis, for example any impact likely on council tax collection rates, increased demand for Council Tax Reduction Support (CTRS) and service re-configurations as part of the restart and recover phases for services.

#### Funding Arrangements Currently in Place

16. At a Central Government level, the financial implications of the crisis to date has resulted in spend of over £123 Billion, with the largest element of this, some £60 Billion attributable to the Employment Support arrangements put in place.
17. The announcements of various funding measures by Central Government have had consequential impacts for funding in Wales. To date, the total revenue funding available in Wales to support the crisis has totalled £2.232 Billion with public services accounting for £799M, Business Support £1365M and Individuals and charities £68M.
18. For local government specifically, £110M has so far been made available to claim back additional expenditure through a Welsh Government Covid-19 Hardship Fund. This fund, includes an initial tranche of £30M general support (which included £10M earmarked for Homelessness), £40M for Adult Social Care and £40M for Free School Meals. Further tranches of funding may be required to cover all expenditure needs at an all Wales level and importantly these initial tranches are predominantly only in place

to cover claims to the end of June (Note that the £40M Adult Social Care funding is marked as available to the end of May, whilst the Free School Meals funding is available to the summer term). As such, dialogue with Welsh Government is continuing with the aim of securing further support, for the first quarter period and beyond as part of any restart of service provision.

19. Expenditure claims for reimbursement from the Covid-19 Hardship Fund are submitted to Welsh Government on a monthly basis, with a view to recovering cash payments made in the previous month.
20. The Council has so far submitted two claims for expenditure reimbursement to Welsh Government:
  - March Claim made in April - £0.465M – *paid in full*, with the main claim element being Personal Protective Equipment (PPE) totalling over £0.412M.
  - April Claim made in May - £5.201M – *awaiting payment*, with the main claim elements being:

	£M
Body Storage Costs	0.749
Free School Meal Costs	0.721
Homelessness	0.482
PPE	1.937
Domiciliary Care Providers	0.579
Waste	0.309
Other	0.424
Total	5.201

21. The claim for April is significantly greater than the March claim given the limited impact in March and the arrangements put in place in response to the crisis in April. It is anticipated that May and June claims will be higher again in terms of value.
22. In terms of Income, Welsh Government have recently announced that funding will be made available up to a maximum value of £78M but as yet the details of the fund i.e. the criteria for claims and the timeframe covered has not been announced. It is expected that this will follow a similar claims process as expenditure and again the lobbying will continue to ensure the sufficiency of funding for current losses and those anticipated given the delay in returning to normal (income recovery) service delivery.

#### Budgetary and Decision Making Framework

23. The Council's emergency response to the COVID-19 crisis has been established from the outset on the basis of three key underlying principles:
  - Preventing the spread of the infection
  - Ensuring the health and safety of staff, service users and citizens

- Prioritising key frontline services and support for vulnerable people
24. As such, the decisions taken during the onset and early part of the crisis have needed to be taken quickly and effectively and in the absence of normal council functions i.e. Cabinet and Council meetings.
25. Some of the decisions made in respect of the matters listed in this report, were captured in separate officer decision reports. Those decisions being made in reliance on specific delegated authority under the Council's Scheme of Delegations, which Scheme records what part of the Authority or which individual has responsibility for particular types of decisions or decisions relating to particular areas or functions. Other decisions were taken under the 'General Delegation'. The Scheme of Delegations contains, subject to caveats, a General Delegation to the Chief Executive, Corporate Directors, Directors, Assistant Directors and Operational Managers to make any decisions relating to any matter within their area of responsibility ('General Delegation') and to take appropriate action, which is necessary, to ensure the efficient, equitable and effective delivery of services. Any decisions taken under the delegated power have been made on the basis that they are:
- within budget;
  - in accordance with the Council's policy framework;
  - in accordance with Council's Financial and Land Procedure Rules and Contracts Procedure Rules;
  - in accordance with their Service Area Business Plan; and
  - Not a matter specifically reserved for Full Council, a Committee of the Council, the Cabinet, a Statutory Officer, the Chief Executive, Corporate Director or a Director.
26. Specifically from a financial perspective, the actions taken in response to the crisis have been made on the basis of expenditure directly attributable to any interventions in response to the crisis being re-claimable back from the Welsh Government COVID-19 hardship fund. As such this would not have a budgetary impact on the Council and any other associated costs are considered deliverable within existing budgets. As previously stated, the estimated expenditure and income loss requirements are being constantly updated and are key in terms of the ongoing dialogue with Welsh Government over funding.
27. Specific Officer Decision Reports have been prepared for some specific interventions where these have been considered significant in terms of subject matter and / or cost implications. Other officer decisions are documented within this report with further detail available where appropriate within the appendices to ensure that it captures the detail of decisions taken. This report is an important element in the governance arrangements for all decision making during this period.

### Key Financial Issues

28. The key financial issues arising from the crisis since the start of lockdown

are summarised in the next section of the Report.

#### *Corporate / Authority Wide Considerations*

29. The Council has been tracking a range of issues in respect of corporate / authority wide impacts. These have included:

- *Business Grants and National Domestic Rates Relief* – Grants and business rates relief have been administered to thousands of businesses across the city. To date, Business grants totalling over £60M to over 4600 businesses have been administered by the Council's Revenues Team supported by officers from Economic Development. Cash flow considerations given the degree of support provided has been closely monitored and officers have worked closely with Welsh Government to ensure any issues are mitigated, including facilitating the advance payments of monthly Revenue Support Grant allocations.
- *Council Tax Income* – collection rates for April and May are being reviewed to assess if there is an impact given the significance of this funding stream to Council Services. April collection rates achieved expected levels and further work is being done to consider any impact into May.
- *Council Tax Reduction Scheme (CTRS)* – the increase claimant numbers are currently being assessed and the financial impact is being modelled.
- *Capital* – any delays in schemes are being reviewed as well as any incidences of contractors now requesting contract provisions in relation to COVID-19 impacts. This will need to be reviewed as part of monitoring processes in year.
- *Specific Grants* – amendments to grant conditions have in some cases provided greater flexibility on their use, but a concern now being expressed is the possible reduction of some grant funding where budgets are realigned by supporting bodies in response to the crisis. Service implications of this where known are being worked through with Services.
- *Insurance* – implications on premiums and costs arising from service delivery decisions and current use of buildings are being assessed.
- *Furlough* – The use of Furlough arrangements is being used to mitigate loss of income in some areas e.g. within Education, Economic Development and Planning Transport and Environment. This work will not have a financial impact on individual employees nor Council costs, but it will help to mitigate income loss in these areas for as long as the scheme is in place.
- *Financial Control* - key during the crisis has been the need to avoid any fraudulent expenditure, in particular via the Business Grants process. Due diligence tools are being utilised to ensure that any risks are minimised.

#### *Adult Social Care*

30. In respect of Adult Social Care, the following key issues have been tracked

from a financial perspective in response to the crisis:

- *Personal Protective Equipment (PPE)* – A key requirement identified early in the crisis was the need for a sufficient and reliable supply of PPE to support social care staff and providers across a range of settings including Domiciliary and Residential Care. The detail of the demand modelling undertaken to ensure current and ongoing resilience, orders to date and financial considerations have been collated and are included for information at Appendix 1. In summary, the anticipated spend this financial year is estimated to be in excess of £5M with £2.4M already claimed back via the Welsh Government COVID-19 fund (£0.400M in March and £2M in April).
- *Domiciliary Care Providers* – following extensive review and engagement with Care providers, funding was made available to mitigate lost care hours and compensate for additional COVID-19 costs. The April claim to Welsh Government included a sum of £0.579M in respect of Domiciliary Care. The support arrangements have been documented and are included for information at Appendix 2.
- *Residential and Nursing Providers* - following extensive review and engagement with providers, funding is now being made available to compensate for additional COVID-19 costs and any issues that arise through management of beds at Residential Homes e.g. management of voids and / or block blocking of provision as appropriate. The support arrangements have been documented and are included for information at Appendix 3.
- *Supported Living Service* – ongoing dialogue is underway with providers to assess any financial impacts arising from the current crisis in terms of staffing costs i.e. cover and overtime costs.
- *Third sector organisations & Day Care Providers* – costs previously budgeted for are being supported through the adoption of supplier relief requirements, where contracts are honoured for ongoing service (note: this does not cover additional service impacts arising from the crisis).

#### *Children's Social Care*

31. In respect of Children's Social Care, the following key issues have been tracked from a financial perspective in response to the crisis:
- *Block Booking Beds* – short term contracts entered into to ensure immediate cover is in place for any residential placements in the short term arising from COVID-19 and lock down requirements.
  - *Additional Financial Assistance* – any additional requirements and payments are being monitored for families who are self-isolating

#### *Economic Development*

32. In respect of Economic Development, the following key issues have been tracked from a financial perspective in response to the crisis:
- *Lost income across services* – The Directorate has a heavy reliance on external income which has suffered significantly as a result of the crisis

and will continue to do so whilst lock down arrangements are in place and as part of any restart and recover phases. Key areas of lost income under review include:

- Culture / Venues / Events - total anticipated loss to the end of June is currently estimated to be £2.3M.
- Parks / Leisure / Sport – total lost income anticipated to the end of June is estimated to be £0.740M.
- Pest Control - total lost income anticipated to the end of June is estimated to be £0.030M.
- City Centre Management - total lost income anticipated to the end of June is estimated to be £0.090M.
- Commercial Activities - total lost income anticipated to the end of June is estimated to be £0.197M.
- Youth Foods / Cleansing Services / Building Services – these are areas being kept under review and an assessment is being completed on income implications.

Subject to agreeing a mechanism to claim for Welsh Government support to fund this loss of income (as referenced in paragraph 22), efforts are being made to mitigate the impact of losses, including the furloughing of staff in these areas.

- *Greenwich Leisure Limited (GLL) - Leisure Services* – Following extensive dialogue and review with the company, financial assistance has been provided to mitigate the lost income through to the end of June of not operating facilities during the lock down and to sustain operations locally so that they are available again on restart. These costs will be reclaimed through the Welsh Government COVID-19 Hardship Fund and the support arrangements in place have been documented as part of an Officer Decision Report published recently<sup>1</sup>.
- *Parkwood Leisure Limited - Cardiff International Pool* – Similar to GLL, the provider operating the Cardiff International Pool (Parkwood) also required financial assistance given lost income through closure of the facility. These costs will be reclaimed through the Welsh Government COVID-19 Hardship Fund and the support arrangements in place have been documented as part of an Officer Decision Report published recently<sup>2</sup>.
- *Rental Income* – Any delays in respect of receipt of income from the Council's investment estate is being closely monitored. This includes smaller rents due, for example, market stalls, up to larger receipts such as tenants of the Red Dragon Centre.
- *Facilities Management* – Costs are being monitored in this area and claimed as appropriate, for example in relation to cleaning materials where enhanced arrangements are needed, security costs for unoccupied facilities during lockdown and any costs associated with repurposing buildings as part of the Council's response to crisis. Any savings through operating buildings at significantly reduced capacity will also need to be captured.

---

<sup>1</sup> [Hyperlink to published GLL Decision](#)

<sup>2</sup> [Hyperlink to published Parkwood Decision](#)

## *Education*

33. In respect of Education, the following key issues have been tracked from a financial perspective in response to the crisis:

- *School Based Childcare Hubs* – The financial impact on individual schools will have varied considerably between each school. For those schools that have been functioning as hub schools, there will have been some additional costs incurred e.g. relating to staffing, food provisions and cleaning. In the case of non-hub schools, additional staffing costs may also have been incurred in supporting their local hub school. However, it is anticipated that non-hub schools, in particular, may see some savings accrue through their buildings being shut and other variable costs reducing. It is acknowledged however that the potential for savings will have been somewhat diminished where schools have provided supplier support, even where services are not necessarily being received, and through income losses, i.e. particularly those schools with their own in-house catering operations and high lettings activity. As schools begin to reopen and move into the next phase of provision, it is possible that further additional costs will be incurred by virtue of having to ensure social distancing within the school and continuing to provide an alternative method of education to pupils. The position will continue to be monitored closely.
- *Free School Meals* – Significant service changes were actioned to ensure that Free School Meal provision could continue during the lock down period. Nationally this was prioritised with Welsh Government allocating £40M specifically to support this provision across Wales (as referenced in paragraph 18). Locally the cost estimate for the first quarter provision is £2.1M and this includes communications costs, additional staff time, food bags (where required), transport costs and assumes where delivered electronically (voucher and direct through ‘Parent Pay’) that all eligible pupils are provided for (in excess of 12,000 pupils). The costs will continue to be monitored closely and claimed via the Welsh Government COVID-19 Hardship Fund.
- *School Transport* - costs previously budgeted for are being supported through the adoption of supplier relief requirements, allowing for contractor mitigation actions possible through the various government schemes available. Nationally there has generally been a consistency of approach applied and monitoring information will help identify any cost savings in this area. Some savings are being offset by additional transport requirements for any pupils from key worker families attending schools / hubs during the lock down. Consideration is currently being given to the potential financial impact of schools returning from 29th June 2020. With the need to ensure social distancing, there is likely to be an impact on the nature of transport provision, with consequential financial impacts. This will be monitored closely over the coming weeks

- *Lost income across services* - The Directorate has a heavy reliance on external income which has suffered significantly as a result of the crisis and will continue to do so whilst lock down arrangements are in place. Key areas of lost income under review include Music Services, Storey Arms and School Catering Income. Subject to agreeing a mechanism to claim for Welsh Government support to fund this loss of income (as referenced in paragraph 22), efforts are being made to mitigate the impact of losses, including the furloughing of staff in these areas.
- *Continuity of learning* – Funding requirements are being monitored in relation to children that may not be able to access online material. Over 5000 individual laptops are estimated to be required along with 2500 broadband dongles. Funding for these purchases is able to be accommodated within the Ed Tech funding allocation and this primarily represents an acceleration of this requirement rather than any additional cost at this time, although the position will continue to be monitored closely.

#### *Housing and Communities*

34. In respect of Housing and Communities, the following key issues have been tracked from a financial perspective in response to the crisis:

- *Emergency accommodation provision* – Significant action was required on the onset of lock down to provide emergency accommodation and support to homeless individuals and families across the City. Hotel and other accommodation space was procured along with the associated staffing, food, security and sundry costs. The importance of supporting the Homeless through the crisis was recognised by Welsh Government in that it allocated £10M of the COVID-19 Hardship Fund specifically for this purpose. These costs will therefore be reclaimed through the Welsh Government COVID-19 Hardship Fund and the support arrangements in place have been documented for information at Appendix 4.
- *Joint Equipment Store* - additional costs are being incurred to support the purchase of equipment (e.g. beds) to facilitate transfers of care and given the demand levels currently, delays in provision are being experienced. This position will continue to be monitored closely to assess if this represents additionality and therefore it is claimable as opposed to simply accelerated demand.
- *Adult Learning* – a loss of service income is being experienced by the service that is estimated to equate to £0.120M for the first quarter. This position will continue to be monitored closely.
- *Hubs / Foodbanks* – a key service established at the outset of the crisis to support vulnerable residents was the establishment of four Core Hubs / Foodbanks supplying food parcels to residents directly and hostels. This was supported by food donations from businesses and shops helping to supplement foodbank supplies, and private financial donations have helped mitigate the cost. The estimated cost for the first quarter is £0.231M which has been netted down

following £0.087M of private donations. Net costs will be claimed through the Welsh Government COVID-19 Hardship Fund.

### *Planning Transport and Environment*

35. In respect of Planning, Transport and Environment, the following key issues have been tracked from a financial perspective in response to the crisis:

- *Lost income across services* - The Directorate has a heavy reliance on external income which has suffered significantly as a result of the crisis and continues to do so whilst lock down arrangements are in place. Key areas of lost income under review include:
  - *Parking and Traffic Offences* - total anticipated loss to the end of June is currently estimated to be £3.8M. This is likely to have a significant impact on funding available for transport works in the city if this income is not reimbursed and / or continues to be below anticipated levels in the medium and longer term.
  - *Shared Regulatory Services* – this includes requests for refund of licence fees for example Taxi Operators and Houses in Multiple Occupation and the total anticipated loss to the end of June is currently estimated to be £0.144M.
  - *Highways income* – including fees for skips and scaffolding and the total anticipated loss to the end of June is currently estimated to be £0.324M.
  - *Transport Income* – including inspection fees and temporary road closures and the total anticipated loss to the end of June is currently estimated to be £0.130M.
  - *Planning / Building Control Income* – including delays in development and construction works and the total anticipated loss to the end of June is currently estimated to be £0.545M.
  - *Registration Services* - including fee income no longer receivable for weddings at Council venues and the total anticipated loss to the end of June is currently estimated to be £0.210M.
  - *Dogs Home* – the total anticipated loss to the end of June is currently estimated to be £0.035M.

Subject to agreeing a mechanism to claim for Welsh Government support to fund this loss of income (as referenced in paragraph 22), efforts are being made to mitigate the impact of losses, including the furloughing of staff in these areas.

- *Bereavement* – Locally increased demands on burial services has meant that additional costs have been incurred across council facilities e.g. additional staffing costs and cleaning requirements. On a regional basis, the Council also led on the procurement of additional body storage capacity on behalf of the Local Resilience Forum (LRF) grouping of seven local authorities. This arrangement was subject to an Officer Decision Report published recently<sup>3</sup> and funding is being

---

<sup>3</sup> [Hyperlink to published Body Storage decision](#)

reclaimed on behalf on the LRF from the Welsh Government COVID-19 Hardship Fund.

- *Next bike* - Given the lock down position and the loss of income for the provider, a request was made to the Council for financial support. The Council is contractually committed to funding 50% of any calendar year end deficit up to £0.050M and following a detailed review exercise, a sum of £0.010M per month for three months to the end of June was agreed and will be subject to further review if required beyond this time.

### *Recycling and Neighbourhood Services*

36. In respect of Recycling and Neighbourhood Services, the following key issues have been tracked from a financial perspective in response to the crisis:

- *Waste services Domestic Property Operations* – changes to a single waste collection service in response to the crisis has resulted in a significant financial cost which is estimated to be £1.5M and includes the 3rd party processing of recycling materials given the closure of the Material Recycling Facility. This change as a direct result of the crisis will be claimed against the Welsh Government COVID-19 Hardship Fund.
- *Waste Services Income* – income recovery including trade waste, recycling and bulky collections has been significantly impacted upon during the crisis and the total anticipated loss to the end of June is currently estimated to be £1.3M.
- *Garden Waste* – the amended weekend service commenced Sat 2<sup>nd</sup> of May and will operate throughout May at an additional of £0.046M (mainly staffing costs).

### *Resources / Other Services*

37. In respect of Resources and Other Services, the following key issues have been tracked from a financial perspective in response to the crisis:

- *Meals on Wheels* – the service has experienced significant additional demand and staff redeployment (for example from Youth Foods) has supported service delivery. Additional costs have been incurred and will be claimed where appropriate.
- *Enforcement Income* – a reduction in the level of enforcement action for recovery of debt, recognising an increased caseload in respect of Financial Hardship requests, has resulted in a loss of income which is estimated to equate to £0.250M for the first quarter. This loss will continue to be monitored to assess if the loss is permanent or simply a delay in this financial year.
- *Rentsmart Wales* – this service is usually self-financing but a significant reduction in activity has impacted on income levels and this will continue to be closely monitored throughout the crisis.
- *Legal Services* – Income losses as a result of the crisis include Land Charges where demand for local property searches has fallen and also charges for other legal work such as drafting and completing Section

106 Agreements. The total estimated shortfall to the end of June equates to £0.150M

### Next Steps

38. The financial impacts arising from COVID-19 will continue to be logged and expenditure / income loss claimed as appropriate. Existing issues will continue to be monitored closely but it is also evident that further financial challenges will be faced in the coming months, e.g. the speed of implementation and shape of service restart requirements, the impact previously highlighted in respect of Council Tax and CTRS (as referenced in paragraph 15) and there are also emerging priorities such as the requirements to establish local Contact Tracing and Testing Services.
39. Effective financial management arrangements are in place to capture and monitor expenditure and income impacts of COVID-19. In terms of expenditure, whilst the outcome of the April claim is still awaited, work is already underway to quantify the May claim and submit during June. For income, further guidance is due shortly on the criteria for claims to be made and this will be a priority for the Council to ensure that income loss is fully mitigated.
40. As the Council moves to the next phase of the crisis and considers the requirement of restart and recover, there will be a requirement to consider the resultant financial management implications, including:
  - Revenue and Capital budget implications;
  - The re-prioritisation of existing Council Finances where appropriate; and
  - The financial implications of specific interventions / exit strategies for key service areas.
41. The COVID-19 crisis came into focus at the end of the 2019/20 financial year so had a relatively minor impact in financial terms last financial year. Nevertheless, the crisis will feature as part of the outturn assessment for 2019/20 and this position will be reported to Cabinet shortly.
42. More significantly from a COVID-19 financial impact analysis will be the position in 2020/21. A key requirement therefore in the coming weeks and months will be to closely monitor the budgetary position for the Council in 2020/21. This will seek to confirm the additional costs of COVID-19 but it will also establish non COVID-19 costs and savings where appropriate.
43. Finally what is clear in the short to medium term and certainly through the Restart / Recover / Renew phases is that many of the Council's services have changed permanently and the now traditional annual update report to Council in the summer on the Medium Term Financial Plan will be a crucial report from a financial strategy and sustainability perspective.

## **Financial Implications**

44. This report sets out the immediate response to the COVID-19 pandemic. Contained within the body of the report is the financial impact of the various actions undertaken over the last ten weeks. The report emphasises the dependence on Welsh Government funds in financing many of the actions undertaken as a response to the crisis. Whilst this report details the immediate response and the current position there is a need to ensure that the additional funding streams are available at the level required. There is also a need to review those services that have lost income and input in place mitigation strategies for both the short and medium term
45. The appendices include further detail on homelessness, PPE, Domiciliary Care and Residential Care and the level of financial resources required both to deal with the immediate crisis but also signals the need to review the spend in these areas as this Council progresses through the forthcoming months.

## **Legal Implications**

46. The Authority is required to monitor and review from time to time during the year its income and expenditure against its budget, using the same figure for financial reserves. If, having conducted the review, it appears to the authority that there has been a deterioration in its financial position, it must take such action, if any, as it considers necessary to deal with the situation, and be ready to take action if overspends or shortfalls in income emerge. To this end it is noted that the report provides for further reports to be submitted to Cabinet on the financial position.
47. The appendices note various actions taken to respond to the impact of Covid 19 in respect of homelessness, PPE, Domiciliary Care and Residential care. Given the confines of these legal implications it is not practical to set out detailed legal analysis of each of the actions taken. In summary :
  - a. Procurement law - Some of the actions taken amount to direct awards of contracts (for example the decisions taken re PPE) and other actions amount to modifications (temporary variations) to existing contracts in order to provide supplier relief (for example the decisions taken re Domiciliary Care). It is important to note that the legal requirements as regards procurement continue to apply during Covid 19. These requirements including, where applicable, the Public Contracts Regulations 2015 (PCR), which set out the criteria to be met in order to make direct awards and or to modify contracts. Procurement guidance notes were issued to support public bodies in their response to COVID-19. In this respect it is understood that officers had regard to the guidance issued. In particular, Procurement Policy Note 01/20: Responding to COVID-19 18 March 2020, (which provides guidance as to the PCR and direct awards and Procurement Policy Note 02/20: Supplier relief due to COVID-19 19 May 2020, which sets out information and guidance for public bodies on payment of their suppliers to ensure

service continuity during and after the current coronavirus, COVID-19, outbreak.

In considering any supplier relief, the authority must also be satisfied that a value for money case is made by virtue of securing continuity of supply of critical services.

Going forward the Authority should review its contract portfolio where it is providing any contractual relief due to COVID-19 to consider what further measures, if any, are required (subject to the constraints of any statutory requirements, including the PCR ) and to develop transition plans to exit from any relief as soon as reasonably possible.

- b. Social Services and Well Being (Wales) Act 2014 ("the 2014 Act")  
In respect of Domiciliary Care and Residential care, the authority must have regard to the Council's duties pursuant to the 2014 Act and associated regulations. The 2014 Act provides the statutory legal framework for social services in Wales. In brief, the 2014 Act places a responsibility on local authorities, and other public bodies, exercising functions under the 2014 Act to meet any eligible needs of people who need care and support, and carers who need support, and delivering outcomes.
- c. As regards Homeless provision then in terms of those properties that have been let or licenced to the Council, the Council has general power under s.120 of the Local Government Act 1972 to acquire land for any of its functions; or for a purpose which benefits , improves or develops the area of the Council. The Council's Disposal and Acquisition of Land Procedure Rules required the decision maker to have regard to advice from the Council's valuer. A local housing authority has duties to the homeless under Part 2 of the Housing (Wales) Act 2014. A local housing authority must carry out a homelessness review for its area, and formulate and adopt a homelessness strategy based on the results of that review. They must carry out an assessment of a person's case, if the person has applied to a local housing authority for accommodation or help in retaining or obtaining accommodation, and it appears to the authority that the person may be homeless or threatened with homelessness.

#### General Legal Advice

48. Equalities - The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are: • Age • Gender reassignment • Sex • Race – including ethnic or national origin, colour or nationality • Disability • Pregnancy and maternity • Marriage and

civil partnership • Sexual orientation • Religion or belief – including lack of belief.

### Well Being of Future Generations (Wales) Act 2015

49. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff Council's Corporate Plan. When exercising its functions, the Council is required to take all reasonable steps to meet its well being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
50. The well being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
  - look to the long term,
  - focus on prevention by understanding the root causes of problems,
  - deliver an integrated approach to achieving the 7 national well-being goals,
  - work in collaboration with others to find shared sustainable solutions and
  - involve people from all sections of the community in the decisions which affect them.
51. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:  
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

### HR Implications

52. There are no HR implications for this report.

### Property Implications

53. The Strategic Estates Department has provided support and assistance at an early stage towards all Covid-19 related property requirements. These

have included negotiation and agreement of leases and licences for temporary accommodation, as well as medical and testing facilities, within the Council estate. In the event of any further requirements in respect of the Covid-19 response, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

54. The Strategic Estates Department also continues to liaise closely with the Council's tenant base on delayed rental and service charge payments since March. Invoicing for directly affected tenants has been selectively paused and the team is working with the Finance Department to assess the on-going impact on the Council's rental income. All future policies or negotiations in respect of the outstanding rent and service charge should be aligned with the Council's Asset Management processes and in consultation with Strategic Estates and relevant service areas

### **Reasons for Recommendations**

55. To provide a comprehensive summary of the financial management arrangements in place to support the Council's response to the COVID-19 crisis and to set out next steps as the Council prepares to enter the restart, recover and renew phases in respect of service delivery.

### **Recommendations**

The Cabinet is recommended to:

1. Note the action taken by the Council to date in response to the COVID-19 crisis and the financial issues logged and decisions made during this period.
2. Note the assessment of expenditure and income impacts arising from COVID-19 during the first quarter of this financial year (to 30<sup>th</sup> June 2020).
3. Note that expenditure and income impacts arising from actions taken in response to COVID-19 are claimable from Welsh Government and as such any decisions are considered within the existing budgetary framework.
4. Note that a further report is being prepared setting out the budget outturn position of council services for 2019/20.
5. Agree to receive further updates on the budget monitoring position of council services for 2020/21 as appropriate.
6. Agree that a further report is prepared setting out an updated Medium Term Financial Plan that reflects any changes in service delivery as a result of COVID-19 as well as the usual updates of key financial assumptions.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Chris Lee</b> Corporate Director Resources
	5 <sup>th</sup> June 2020

*The following appendices are attached:*

*Appendix 1 -Personal Protective Equipment (PPE)*

*Appendix 2 - Domiciliary Care*

*Appendix 3 - Residential Care*

*Appendix 4 - Homelessness*

## **APPENDIX 1 – PERSONAL PROTECTIVE EQUIPMENT (PPE)**

### **BACKGROUND**

- 1 A key intervention put in place to help stop the spread of COVID-19 and safeguard individuals was the use of effective Personal Protective Equipment (PPE).
- 2 It was evident during the early stages of the outbreak that the Council had to act fast and quickly pulled together a cross section of officers from across the Council to meet the challenge and to ensure that the health and safety of frontline key workers was protected.
- 3 The single purpose was to secure and distribute the right quality and sufficiency of PPE to keep workforce and citizens safe.
- 4 This appendix is focussed on the supply of PPE for social care ie Council staff and contracted providers.

### **ISSUES**

#### **The Challenge**

- 5 Understanding the required demand and availability of quality supply against a backdrop of:
  - Rapidly changing guidance impacting on levels of PPE requirement
  - Challenges faced by care providers in securing PPE through their existing procurement channels
  - Lack of robust modelling for the length of time of ‘sustained community transmission’ of enhanced PPE would be required for
  - A full understanding on the amount of PPE required,
  - Ability for Welsh Government / NHS Supplies to be able to give certainty of sufficiency, frequency and quality of supply to local government and the social care
  - International supply and demand for PPE resulting in challenges for suppliers in fulfilling orders.

#### **Demand Modelling**

- 6 Evaluating the demand for PPE over the anticipated length of ‘sustained community transmission’ during the pandemic was difficult throughout the period of April and May and it continues to be the case.
- 7 Demand modelling undertaken projects that the Council will need to be able to supply between 250,000 and 330,000 sets of PPE each week to meet social care requirements. This means that over the next 35 weeks until 1st January 2021 the Council may need to supply in excess of 11 million masks, pairs of gloves and aprons to Council staff and our partners. Goggles / Face Visors are reusable and therefore demand is anticipated to be 10,000 per week.

## **Supply**

- 8 Since 23<sup>rd</sup> March 2020 the Council has been receiving regular supply from the NHS Shared Services Partnership (NHSSSP) which is delivered to the Joint Equipment Store (JES) to be shared between Cardiff Council and the Vale of Glamorgan.
- 9 Although these supplies have been important in meeting demand to date, there has been little forewarning of what supplies will be received and no formal confirmation of Welsh Government or the NHSSSP intention to provide supplies to meet our projected demand requirements. Supplies to date have typically been in the region of 60 / 70,000 of each item, significantly lower than our projected requirement of 250,000 to 330,000 per week.
- 10 The uncertainty of supply and increasing demand projection for PPE has meant that the Council has sought to secure its own PPE supplies.
- 11 From the early stages of the pandemic, the scale of the task was evident, suppliers who had large amounts of stock wanted instant decisions, as they had numerous other customers wanting to buy the products. Plus they required firm decisions and even required part payment upfront to secure stocks that were currently being made, or in factories around the world. For this reason, Procurement and Finance gave approval for purchases to be made with part payment upfront. In addition, to temporarily increasing the approval permissions for the People and Communities Operational Manager for Business, Performance & Policy.
- 12 Each of the PPE products has posed its own challenges to secure. For some, local companies have quickly moved to produce product and supply is easily available in terms of hand sanitisers and visors and although some items such as gloves were easier to secure earlier on they are becoming harder to source as the main producing countries have not been able to gear up quickly to supply the increased worldwide demand. The supply of IIR Surgical Masks was very difficult initially, as it is a product that previously was used in very specific scenarios, however as demand reduced in China, it has itself been able to quickly increase production and start supplying large quantities although we are still experiencing delays due to the tightening of customs arrangements as a result of counterfeit products and the limited air freight capacity.

## **Welsh Government and Ongoing Demand Issues**

- 13 As indicated above, Welsh Government through the NHS Shared Services Partnership (NHSSSP) has been supplying the council with PPE. However this has not been sufficient to meet the level of demand required, hence the need for the Council to proactively secure additional PPE.
- 14 Welsh Government's COVID-19 hardship fund ceases in June and the position after that is currently unclear (with Social Care funding currently only confirmed to the end of May, although indications are that this will be extended). Given modelling indicates that sustained community transmission will be the reality for the remainder

of the calendar year, it would not be prudent or safe to only source PPE up until that date.

- 15 It is therefore proposed that the Council continues to deliver a current procurement strategy to secure sufficient need to meet the need of all Council and social care sector key workers, securing supplies of PPE which represent value for money by placing orders now with a longer lead in time which can be transported by sea rather than flown in at premium cost.

### **Procurement Strategy Going Forward**

- 16 The Council will continue to provide a blended solution which both relies on its own ability to procure and the ability of others through NHSSSP.
- 17 The Council will target a pipeline of supply which will provide a minimum of 12 weeks supply. This will allow the Council to continue to appraise the supply coming through from NHSSSP but give sufficient time to secure future deliveries if required.
- 18 It is estimated that 12 weeks supply of 300,000 sets of PPE at current likely prices will cost £3,860,000 based on the weekly costs as set out in the table below albeit we do have a strong pipeline for masks:

	Units Per Week	Likely Price Paid	Total
Type IIR Masks	300,000	£ 0.60	£ 180,000
Aprons	300,000	£ 0.11	£ 32,113
Gloves	450,000	£ 0.09	£ 40,500
			£ 321,615

*(some aspects already committed to via the weekly pipeline eg masks)*

- 19 Adopting this strategy will mean that the Council can maintain a degree of control over supply without over committing supply if NHSSSP are able to deliver. It should also be noted that discussions are ongoing between NHSSSP and NHS England re a Four Nations sourcing approach that would see all supplies being purchased and distributed by NHS England via the NHSSSP.

### **Meeting the Logistical Challenge**

- 20 To control the logistics locally, two sites were secured to ensure the appropriate supply of PPE.
- **Dominions Way Main Warehouse:** The Libraries Stocks & Stores was used at the main location for receiving and distributing PPE across the city. The site was also selected to distribute emergency food and the volunteers and repositioned staff to assist with both processes. It was evident early on that more space would be required, and the Council secured an additional 3 units at nil rent. All deliveries were relocated to this site, including WG/NHS Supplies that were moved from the Joint Equipment Service.

- **Willcox House (Out of Hours):** to ensure that PPE could be accessed 24 hours a day 7 days a week Willcox House was used an emergency out of hours location. Emergency PPE packs are made up and available for any provider across the Cardiff. Providers can call the Emergency Duty Team number, who will then seek approval from the Social Services on call officer to approve. Access is then made available from the Alarm Receiving Centre to the provider collecting. Demand on this Out of Hours provision has been minimal and expected to further decrease as service areas and social care providers are receiving their regular supply.

## **RESOURCE REQUIREMENTS**

- 21 Whilst the support outlined in this appendix exceeds existing budgetary provision for 2020/21, the arrangements are considered to be within the budgetary framework on the basis that additional expenditure is directly attributable to the Covid-19 crisis. As such, there is an expectation that costs will be reimbursed from the Welsh Government's Covid-19 Local Authority Hardship Fund, which includes a sum of £40 million in support of Adult Social Care across Wales. The funding is confirmed up until the end of May 2020, although indications are that this will be extended, and as such, these arrangements will need to be kept under review.
- 22 The anticipated spend this financial year is estimated to be in excess of £5M with £2.4M already claimed back via the Welsh Government COVID-19 fund (£0.400M in March and £2M in April).
- 23 In addition, wider service implications for use of PPE are being considered eg the managed return to schools and office based work and as such these will need to be factored into future council wide modelling along with the financial impacts.

\*\*\*\*\*

## **APPENDIX 2 - SUPPORT TO DOMICILIARY CARE PROVIDERS**

### **BACKGROUND**

1. Cardiff Council's Social Services are required to help people with care and support needs to live independently, supporting them with reasonable adaptations to their homes and providing services in a way that meets their needs and outcomes.
2. Domiciliary care services support people with additional physical and wellbeing needs to live at home with care and support as long as possible. These services are currently commissioned by the Council to approved external providers to meet assessed needs of our local residents.
3. The COVID 19 pandemic has created additional financial pressures for our adult social care providers, including in particular staffing costs due to sickness, agency cover and overtime, equipment to support work during the pandemic and travel costs. In addition, we have observed a reduction in service referrals and activity during the pandemic. It is hypothesised that this reduction in activity is linked to two key reasons:
  - Reduction in referrals. This may be linked to fear or uncertainty when requesting an 'at home' delivery service during a time of lockdown and social distancing, but also linked to family members and carers staying at home and having the capacity to look after family, friends and loved ones.
  - Reduction in activity. Alongside the above points, Social Services have noticed an increase in deaths in the domiciliary care caseload within the pandemic timeline. Whilst we cannot say for certain at this time if this is linked with COVID 19, it is highly likely.

### **ISSUES**

4. As a result of the above points and the impact of COVID 19, Social Services had significant concerns about the financial sustainability of local Domiciliary Care providers. The Council wished to act as efficiently as possible to support providers through the unprecedented circumstances brought about by the pandemic. This involved the implementation of immediate measures to support to the sector, which were subsequently refined into a more tailored support package as soon as practicable. There is an expectation that additional costs arising from the provision of this support will be reimbursed from Welsh Government's Covid-19 Hardship Fund, which includes a sum of £40 million to support adult social care services. The funding is confirmed up until the end of May 2020.

#### **Support to Providers**

5. From the 22nd March, the Council implemented an arrangement to pay domiciliary care providers based on their 'planned care' hours. As planned care hours exceed the number of care hours that providers usually deliver, this measure acted as a quick and easily implementable mechanism for getting an initial uplift out to Providers.

6. During April, work took place with Providers to refine the support provided. Support arrangements were developed with regard to Government guidelines issued in Procurement Policy Note (PPN) 02/20. This PPN provided guidance for public bodies on paying suppliers during the Covid-19 outbreak in order to ensure service continuity. In line with this guidance, the Council worked with representatives from the Domiciliary Care sector to review additional costs experienced as a result of Covid-19.
7. This work resulted in an updated support package with effect from 18 May 2020. This replaced the previous arrangement, and comprises two elements which are aimed at targeting the two separate issues affecting Providers – additional cost and loss of income. It includes:
  - An hourly uplift of £1.80 per hour to reflect additional Covid-19 related costs. This uplift applies to delivered care hours.
  - A commitment to continue to pay Providers in line with the average care hours that they were providing in the eight weeks prior to the pandemic. This ensures that if providers experience a reduction in Council commissioned activity relating to COVID 19, the Council will support provider sustainability by paying for the usual level of care.

### **Outcome**

8. The Domiciliary Care Association has been consulted about the proposal, and all providers have been issued with guidance and a FAQ, which outlines rationale and processes for the COVID 19 financial uplifts. The Association advised the Council that they do not believe the £1.80 per hour uplift is sufficient for the additional costs associated with COVID 19. However, the Council's Social Services and Finance colleagues used information provided by the Association regarding additional costs for calculations (amongst other evidence), and continue to recommend that £1.80 per hour is an appropriate amount.

### **RESOURCE REQUIREMENTS**

9. Whilst the support outlined in this appendix exceeds existing budgetary provision for 2020/21, the arrangements are considered to be within the budgetary framework on the basis that additional expenditure is directly attributable to the Covid-19 crisis. As such, there is an expectation that costs will be reimbursed from the Welsh Government's Covid-19 Local Authority Hardship Fund, which includes a sum of £40 million in support of Adult Social Care across Wales. The funding is confirmed up until the end of May 2020, although indications are that this will be extended, and as such, these arrangements will need to be kept under review.

\*\*\*\*\*

## **APPENDIX 3 - SUPPORT TO CARE HOME PROVIDERS**

### **BACKGROUND**

1. Cardiff Council has a statutory responsibility for improving the wellbeing and outcomes for adults who need care and support. This includes the provision of care home packages for those with assessed need.
2. Cardiff Care Homes supports older adults (aged 55 years and above) who require residential support for their physical and mental wellbeing. This can include nursing residential care, and specialist homes that support local people with dementia and other needs. These services are currently commissioned by the Council to approved external providers to meet assessed needs of our local residents.
3. The Covid-19 pandemic has created additional financial pressures for our adult social care providers. These include additional staffing costs associated with sickness, agency cover and overtime as well as the implementation of enhanced cleaning regimes. In addition, we have received evidence (via the collection of daily data) that vacancy levels in local Care Homes are increasing. It is hypothesised that this reduction in activity is linked to a reduction in overall referrals due to the following factors:
  - Care homes have been identified throughout the pandemic as a high-risk environment for Covid-19 infections. Whilst Cardiff Council have worked hard to mitigate risks in local care homes as much as possible (through the provision of PPE, guidance and support), fear and anxiety of the Care Home environment may impact families decisions to place a loved one in a Care Home during this time.
  - Care Homes are unable to accept new referrals / admissions to their home because they have had a Covid-19 related incident
  - Residents are passing away due to Covid-19, related conditions (such as failure to thrive by not seeing their loved ones), and non-Covid 19 related conditions (e.g. end of life care was planned) and the Care Home is unable to replace these beds with new admissions.

### **ISSUES**

4. As a result of the above points and the impact of Covid 19, the Social Services Directorate had significant concerns about the financial sustainability of local care homes. The Council wished to act as efficiently as possible to support providers through the unprecedented circumstances brought about by the pandemic. The Director of Social Services, the Social Services commissioning team and the Finance team worked closely with the care sector to develop an appropriate package of support. The support was finalised in the expectation that additional costs would be reimbursed from Welsh Government's Covid-19 Hardship Fund. This includes a sum of £40 million to support adult social care services, announced by the Minister of Health and Social Services, Vaughan Gething of the Welsh Government on 14 April 2020. The funding is confirmed up until the end of May 2020.

## **Support to Providers**

5. Support arrangements for Providers were developed with regard to Government guidelines issued in Procurement Policy Note (PPN) 02/20. This PPN provided guidance for public bodies on paying suppliers during the Covid-19 outbreak in order to ensure service continuity. In line with this guidance, the Council worked closely with the provider association Cardiff Nursing and Residential Home Association (CNARHA) to ascertain the additional costs and pressures that the sector is experiencing due to the pandemic. CNARHA surveyed its members and provided the Council with a collective response that evidenced additional costs at this time. The additional costs provided by the sector were reviewed and compared with usual costs inherent in the standard cost of care.

6. This work resulted in the following package of support, both aspects of which were backdated to weekending 22<sup>nd</sup> March 2020.

a. **Set uplift on weekly charge**

Based on a review of their costs, the Council proposed to pay Providers an additional £80 per week on each Council commissioned package of care. The aim of this is to assist providers in covering the additional costs associated with Covid-19 listed in paragraph 2. It is estimated that this will cost approximately £85,000 per week across all Council commissioned residential and nursing beds, including older people, mental health, learning disabilities and physical disabilities (both in and out of County.)

b. **Payment for voids/vacancies in Care Homes to an occupancy level observed before the Covid-19 crisis began.** The Council has proposed to support provider and market sustainability by ensuring that providers will continue to be paid for the care they would usually deliver prior to the Covid-19 crisis. Therefore, if providers observe an increase in vacancies within their care home relating to Covid-19, the Council will support provider sustainability by paying for these voids, up to their usual vacancy level. Costs in respect of this arrangement are still being quantified, pending evidence of vacancy levels from suppliers. Further information on the principles around this arrangements are set out in the table below:

Scenarios	Payment
<b>New Admission from Hospital</b>  An individual is in hospital and tested negative for Covid-19 so has to go into 14 days quarantine before they can be stepped down to the care home.	Agree to pay 100% of the standard cost of care rate for the 14 day quarantine period prior to the individual moving into the care home, irrespective of overall occupancy level in the home.
<b>Care Home Unable to Take New Admissions Due to an Outbreak</b>  A care home is unable to take any new admissions due to a Covid-19 outbreak .The home has available beds that cannot be filled.	Establish usual occupancy level during this time period in the previous financial year.  This will be established by asking providers to submit certified information from their financial records.

Scenarios	Payment
(tested as positive or not tested by the time a customer passes away) has to be treated in calculating number of vacant beds	Agree to 100% of the standard cost of care in line with 'usual' occupancy level for previous period.
<p><b>Resident's Needs Deteriorate and Require Move to Another Care Home</b></p> <p>Where the needs of an individual with Covid-19 confirmed or determined as symptomatic requiring move on to another care home providing a higher level of care (e.g. from res to nursing etc.)</p> <p><b>Definitions</b></p> <ul style="list-style-type: none"> <li>• Covid-19 Confirmation by test carried out by LHB or PHW</li> <li>• Covid-19 Symptomatic as determined by the home manager based on definition and guidelines issued by PHW</li> </ul>	Agree to pay 100% of standard cost of care until the vacancy is filled or 31 May 2020

## Outcome

7. The proposed £80 uplift to care packages was accepted by CNARHA committee members although feedback from a survey it conducted indicated that the majority of respondents felt the proposed uplift was inadequate. The proposal to manage voids as detailed above was jointly developed by CNARHA committee members and officers. The Association have thanked Cardiff Council for working in partnership with them to agree this approach.

## RESOURCE REQUIREMENTS

8. Whilst the support outlined in this appendix exceeds existing budgetary provision for 2020/21, the arrangements are considered to be within the budgetary framework on the basis that additional expenditure is directly attributable to the Covid-19 crisis. As such, there is an expectation that costs will be reimbursed from the Welsh Government's Covid-19 Local Authority Hardship Fund, which includes a sum of £40 million in support of Adult Social Care across Wales. The funding is confirmed up until the end of May 2020, although indications are that this will be extended, and as such, these arrangements will need to be kept under review.

Mae'r dudalen hon yn wag yn fwriadol

## **APPENDIX 4 – HOMELESS ACCOMMODATION AND SUPPORT**

### **BACKGROUND**

1. At the beginning of March 2020 there were a significant number of homeless individuals being supported in Cardiff, including
  - The City had approximately 30 rough sleepers who, despite the good progress that had been made by the MDT outreach team (the number reducing from 84 rough sleepers in March 2019) remained entrenched on the street.
  - There were also 140 individuals in emergency accommodation, 98 of whom were sleeping in shared spaces. The emergency accommodation was located in existing hostels and most required the individuals to leave during the day (60 of these emergency accommodation units were due to close at the end of March, with the end of cold weather provision)
2. The onset of the Covid19 pandemic created a requirement to address these issues as a matter of extreme urgency. Both rough sleeping and use of emergency accommodation prevented individuals from self-isolating or shielding. The immediate concern was that it was likely that the virus would spread without control in the shared sleeping spaces and the impact of the virus on this group was likely to be very significant.
3. In addition to the emergency accommodation there were also more than 600 individuals in single person hostel and supported accommodation provision. Much of this accommodation has shared bathroom facilities and while suitable for normal use would present real difficulties where clients have symptoms.
4. There was also concern that the exceptional circumstances of the virus and the consequent lockdown would increase family breakdown and domestic violence and there was a need to ensure that there was also sufficient family accommodation available to meet this challenge.
5. Council services have responded quickly to these challenges taking swift steps to provide more appropriate accommodation for single homeless clients and to ensure continued availability of accommodation for families.

### **ISSUES**

6. To address the immediate and urgent need to provide more suitable accommodation for single homeless individuals and couples the following action was taken using existing delegated powers:

## **Repurposing of Shipping Container Units as Isolation Units**

7. Isolation units for homeless clients who were either in emergency accommodation or rough sleeping were set up in the shipping container developments at Greenfarm Hostel, Ely and at Cargo House in Butetown. These shipping container developments had been intended for family homelessness use. These units allow for rough sleepers, those in emergency, hostel and other shared accommodation to self-isolate until their symptoms have passed. To date spread of the virus among the homeless community has been very limited, in part due to the availability of these units.
8. While these units belong to the Council and therefore did not incur any leasing costs, considerable staffing is required to operate the Cargo House units which house the clients with more complex needs and chaotic behaviours. This requires 24 hour staff and security on site. Food is also provided in these units and across the single homeless hostel provision to ensure that residents can self-isolate effectively.

## **Use of Hotels as Supported Accommodation**

9. Two hotels have been used to create additional supported housing provision:
  - The OYO Hotel in Riverside (41 bedrooms) has been block booked for the period 23<sup>rd</sup> March to 15<sup>th</sup> June 2020.
  - The YHA Hotel on East Tyndall Street (89 bedrooms) has been leased from 30<sup>th</sup> March to 26<sup>th</sup> June 2020.
10. Advice was sought from both Strategic Estates and Legal Services and formal agreements are in place for both buildings. Issues have arisen with the insurance for these schemes, while building insurance and employee liability insurance is in place, it has not been possible to secure public liability insurance. The Council is therefore underwriting this liability.
11. It should be noted that these projects are not operating as Hotel accommodation, rather the buildings have been used to set up supported housing provision that is capable of meeting the support needs of the clients many of whom have complex needs including substance misuse and mental health issues, often having multiple co-occurring issues. In the wrong circumstances these clients can pose a risk to themselves and to others.
12. The lack of begging opportunities and therefore availability of funds to purchase drugs has resulted in many clients growing increasingly desperate, this together with the need to encourage social distancing and self-isolation have made these projects exceptionally difficult to manage. To address the needs of this group 24 hour staffing is required with a minimum of 2 members

of staff on site at all times. Where possible this support is being provided by existing staff redeployed from elsewhere, although a significant number of relief staff are also being employed. The exceptional nature of the crisis has also required multiple security staff on site 24 hours a day, to ensure the safety of both clients and staff and to reassure the local community.

### **The Parade**

13. The Parade was a scheme planned before the current crisis and was intended to provide accommodation and educational opportunities for homeless individuals. The accommodation at the Parade has though now been reutilised as contingency accommodation for the Covid period and is currently housing 14 individuals, it is staffed in a similar manner to the other schemes.

### **Countisbury House**

14. Countisbury House in Llanrumney with 16 units of accommodation, was leased by the Council from 20<sup>th</sup> April 2020 to 19<sup>th</sup> April 2021. This building will operate as a half-way house to independence. This project is due to open shortly and will be staffed 24 hours a day initially.

### **Success to date and next steps**

15. Between 23<sup>rd</sup> March and 12<sup>th</sup> April, 140 clients were moved from the street and from unsuitable emergency accommodation into the “Hotels”. The shipping containers have been established as isolation units and house 20 symptomatic or potentially symptomatic clients at a time. Currently only 5 entrenched rough sleepers remain on the streets and the number in shared sleeping spaces are in single figures. Great success has been achieved to date, however the costs are high, and whilst Welsh Government have indicated the likely on-going need for funding of this provision there is currently no guarantee. The provision is also very temporary, the current arrangements with the hotels are due to end during June unless extended.

16. Additional pressures are also expected: Early release of prisoners has commenced and although numbers to date have been very low there is concern and uncertainty about numbers going forward. In addition a higher number of single people are becoming homeless than before the pandemic with 40 individuals a week being housed, compared to 25 a week during the same period last year.

## **Further Proposals & Medium Term Planning**

17. Welsh Government are requiring Local Authorities to consider the longer term implications of the changes that Covid 19 has required in the provision of accommodation and support for homeless individuals. Work is being undertaken to consider opportunities that could deliver against this objective and details of proposals to meet this requirement will form the subject of a future report to Cabinet.

## **Social Housing Allocations**

18. As part of the immediate response to the pandemic the council urged all social landlords to continue with vacant property works and with the allocation and letting of properties, most have responded positively to this request. Since March 2020 social housing allocations have been focused on homeless households, particularly those in hostel or other supported accommodation. This decision was made in order to reduce the reliance on shared accommodation and to prepare for the expected increase in both single and family homelessness.

19. Pre-existing allocations were honoured and individual applicants were not required to move if they chose not to at this time, their refusal would not affect any future allocations. All appropriate checks remain in place to ensure that any lettings are appropriate. Other urgent lettings are also proceeding, for example to assist with discharge from hospital. In view of current Government guidance and the likely on-going requirements for physical distancing, it is prudent that the refocusing of social housing allocations on homeless households and lettings to address emergency situations should continue, with a review after 6 months.

## **Housing Individuals with no Recourse to Public Funds**

20. The Welsh Government were very clear that they expected local authorities to help those with no recourse to public funds during the Covid-19 pandemic. Alternative powers are available to local authorities, such as section 15 of the Social Services and Well-being (Wales) Act 2014. This section places local authorities under a duty to provide a range and level of services which will meet the aims set out in subsection (2). Preventing the spread of the virus is likely to fall within the purposes in subsection (2).

21. The Welsh Government has also produced written guidance confirming local authorities can use the additional funding that has been provided for emergency accommodation. 19 individuals with no recourse to public funds are currently housed.

## **Supporting Homeless Providers during Covid 19**

22. Funding has also been made available to partner organisations providing supported accommodation for homeless clients in line with public health guidance, to ensure an effective local response is developed and services for homeless/vulnerable housed people remain operational. The financial support will ensure people can access sanitation, be effectively isolated and have access to support as necessary in order to limit risk of wider infection within this group and the wider population. Requests for financial assistance will be considered on a monthly basis and paid in arrears.

## **Additional Security**

23. As noted above significant additional 24 hour security has had to be put in place during this period for both existing and new accommodation provision such as the Hotels to ensure the safety of service users and staff. The service has had problems sourcing and retaining security personnel to work across the different sites. The initial firm appointed from the Council's supplier list withdrew their services from mid-April. Another firm on the list was approached but was unable to help.

24. Due to the urgency of the need a new provider had to be sourced quickly. As an interim arrangement a security firm used by a partner organisations on a similar scheme was approached and has been able to meet this need. The cost of this service was lower than the original supplier. The cost of this is approximately £60k per month over 6 accommodation projects. A direct award will be made to this firm until mid June to ensure appropriate security measures are in place, a review will be carried out at that time.

## RESOURCE REQUIREMENTS

25. On 20<sup>th</sup> March 2020 Julie James, Minister for Housing and Local Government announced funding of £10 million pounds for local authorities to help protect the homeless and rough sleepers during the Covid19 crisis. The additional funding was intended to enable local authorities to secure the accommodation needed to ensure those without a home could be protected, supported, and isolated if necessary. This could include the block purchase of B&B or hotel rooms, empty student accommodation and other premises to operate alongside existing provision.
26. Estimated costs to the end of June are shown below and it is anticipated that these costs will be fully recoverable from Welsh Government against the funding allocation referred to above.

Scheme	£
<b>OYO 41 Units</b>	£377,810
<b>YHA 89 Units</b>	£539,477
<b>Cargo House/Shipping Containers 20 Units</b>	£153,662
<b>The Parade 17 Units</b>	£117,990
<b>Countisbury House 16 Units</b>	£106,640
<b>Partner Support including one off costs</b>	£115,796
<b>Total</b>	<b>£1,411,375</b>

27. The Minister for Housing and Local Government also announced further funding of up to £20 million on the 28<sup>th</sup> May 2020 to help ensure that no-one in emergency shelter during the coronavirus crisis has to return to the streets or unsuitable accommodation. The Service has already began work on looking at the longer term costs of supporting individuals and families in this regard. This will be subject to a further report (as per paragraph 17 above) but initial indications suggest that further cost implications for the Council totalling in excess of £3.5M (this does not include full details of potential housing benefit income) are likely and will need to be funded through Welsh Government support.

\*\*\*\*\*

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 11 JUNE 2020**

**RESPONSE TO THE IMPACT OF COVID-19 ON CARDIFF COUNCIL'S HOUSING DELIVERY PROGRAMME**

**CABINET PORTFOLIO: HOUSING AND COMMUNITIES (COUNCILLOR LYNDA THORNE)**

**AGENDA ITEM: 3**

*Appendix 1 is not for publication as it contains exempt information of the description contained in paragraphs 14 and 21 of Schedule 12A of the Local Government Act 1972*

**Reason for this Report**

1. To consider the impact of Covid-19 on the Council's housing delivery programme.
2. To recommend approval in principle of a specific request from Wates Residential – our Cardiff Living Development partner- in relation to the immediate purchase of a number of additional properties currently in development as part of our phase 1 Cardiff Living programme.
3. To note the approach currently being considered to take forward the Council's additional housing development sites across the city in light of the emerging housing market conditions.

**Background**

4. The Council has a target of delivering 1,000 new council homes by 2022 with an additional 1,000 homes in the medium term. A number of delivery routes have been implemented to achieve this objective including the establishment of the Cardiff Living Programme, the purchase of homes directly from the open market, innovative meanwhile use of Council land and the development of an additional build programme outside of Cardiff Living.
5. Good progress had been made to achieve the target of 1,000 new homes by 2022 with 354 completions to date.
6. Our development programme has achieved a number of national awards including;

- Winner of the 'Best affordable housing scheme' for Silvertvale in the **What House 2019 (UK) awards**
  - Winner of the 'Integration & Collaborative working' award in the **Constructing Excellence Wales 2019 awards** for Cardiff Living.
  - Winner of the **2020 RICS Social Impact awards** for Silvertvale.
  - Shortlisted for the 2019 **CIH** annual award for the best large development (Silvertvale), being highly commended
7. A significant number of Developments within the Cardiff Living and the additional development programmes were in progress and on site in March 2020 with further sites in the formal planning approval process.
8. Planning permission for our new older person Community living schemes at Maelfa and St. Mellons had just been granted prior to the Covid-19 pandemic.
9. In preparation for a significant extension of activity into additional sites outside of the Cardiff Living programme the Council completed the acquisition of the Gasworks site off Ferry Road recently.

#### **Immediate Impact of the Covid 19 pandemic on the Housing Delivery Programme.**

10. The national pandemic of Covid-19 has had a direct impact on housing developers, subcontractors and suppliers across the UK. Many businesses took an early decision to furlough staff and cease work altogether. Others continued to work but with new operating conditions that complied with the Covid-19 regulations.
11. In terms of Cardiff Council's development programme:
- The open market buy-backs programme effectively stopped once the national Lockdown was implemented and the crisis is still affecting our ability to complete purchases that have been agreed as onward chains have stalled. We are also currently unable to view new properties or carry out valuations.
  - The Courtenay Road scheme, in our additional build programme, consisting of 30 x 1 and 2 bedroom flats was due to complete and handover before the end of April 2020. The Contractor for the development ceased all site operations shortly after the Lockdown and furloughed their staff. They have recently returned to site and the scheme will now complete in July 2020.
  - Wates Residential ceased operations across the Cardiff Living sites for 48 hours whilst safe working measures were implemented to enable construction work to continue, albeit not at the same pace as pre-Covid-19. Therefore whilst schemes have continued the delivery of new homes has been delayed.
  - In late March the Council were due to start on site on a development of 16 new council homes at Caldicot Road, Caerau. However, here the contractor has furloughed all staff and have not as yet recommenced operations.

- The timetable for the achievement of milestones for a wide range of pipeline schemes has been impacted due to Covid 19 related delays in planning and procurement processes.
12. The delays caused by the impact of Covid-19 to the industry and to our own development programme mean that in-year delivery targets may potentially prove challenging for 2020/21. The on-going uncertainty about the future impact of the pandemic also make predictions about the delivery of pipeline schemes more complex.

### **Specific issues relating to Cardiff Living & the response to Covid-19**

- 13. The continuation of the Cardiff Living programme with Wates Residential forms an essential part of our overall new build delivery strategy.
  - 14. Wates Residential was appointed in 2016 as the partner developer for the Cardiff Living programme. The programme will deliver 1,500 new affordable homes of which around 600 will be new council homes for social rent and 900 will be for affordable home ownership.
  - 15. The nine year Cardiff Living Development Programme is managed through a Development Agreement and is being delivered over a number of phases. Phase 1 has ten sites, six of which have completed with four sites still operational.
  - 16. In September 2019, in line with the Development Agreement, Wates resubmitted a proposal to roll onto phases 2 & 3 of the programme. Wates have recently confirmed that they wish to proceed as planned with Phases 2 and 3.
  - 17. Given the length of the programme, the Development Agreement allows for circumstances where the property market may face a downturn or sites may stall. In these circumstances, the Development Agreement enables both parties (Wates & Cardiff Council) to agree an alternative site delivery approach including the council purchasing unsold market units at build costs & agreed overheads. The agreement also allows either party to suggest stalling operations for an agreed period of time.
  - 18. Covid-19 has caused concerns about the immediate impact on the Housing market and specifically the appetite and opportunity for families and individuals to purchase new homes. In response Wates are seeking an alternative approach to the four operational sites within phase 1.
19. Wates have asked the council to consider the following:
- **Willowbrook, St. Mellons:** the council to consider acquiring 28 x 4 bed houses that have not been reserved or sold. The site is operational and the properties well advanced. The original mix of properties was 129 market sale and 58 council. The updated mix would be 101 market sale and 86 council.

- **Briardean, North Road:** The council to consider acquiring 30 x 2 bed flats that have not yet been marketed. The scheme is on site and development is well advanced. This is in addition to the 9 council properties already being built on the site (39 properties in total).
  - **Highfields, Heath:** The council to consider acquiring 33 flats and houses (all PassivHaus compliant). Enabling works have commenced on site. The original mix was 9 council and 33 market sale. 42 properties in total.
  - **Llandudno Road, Rumney:** The council to consider changing the site to all affordable – 16 houses in total. Construction has not yet started on site.
20. The costs associated with this proposal are provided within **Appendix 1** to this report. In line with the terms set out in the Development Agreement any acquisition in these circumstances must be fair and reasonable and should be at agreed build cost with agreed overheads only.
21. This proposal is essentially to acquire an additional 102 properties for Council homes or for Council approved assisted home ownership. It would also be possible for the Council to consider sale of some units for affordable key worker housing.
22. The new properties (if acquired) are built to an open market standard and will not meet some aspects of the Welsh Government DQR standards. The differences between market sale properties and social rented do not prevent us from holding the properties within the councils housing stock as social properties.
23. The submitted development costs must be on an open-book basis and be;
  - Benchmarked against the build costs of the market properties provided by Wates at the site draw-down stage,
  - Benchmarked against the submitted costs for the social housing units
  - Benchmarked against the Welsh Government Acceptable Cost Guidelines for Social Housing development.
  - And be subject to a full review by our appointed cost consultants
24. The additional cost of the properties to be purchased will be factored into the 30-year HRA business plan and the associated rental income modelled against current assumptions. It is worth noting that an amendment to current assumptions within the plan will need to be considered in any event as the assumed land sale values and profit share would need to be reduced in line with actual sale values. The detail of this impact is provided in **Appendix 1**.
25. Wates have indicated that agreement with their request would enable their operation to proceed in Cardiff with some immediate risk reduced in relation to market sales. The alternative of stalling the 4 sites is one that would result in a significant scaling down of operations for Wates in

Cardiff and also result in the existing agreed Council homes on the four sites being delayed in the short to medium term.

26. Consultation has taken place with the Planning department to ensure that the request to vary the approved mix of units on each site is acceptable. The advice is that this variation is acceptable and can be dealt with through amendments to the UU/S.106 agreement.
27. Agreement to the Wates request is sought in principle and the decision to purchase properties on each of the 4 sites will be subject to due diligence with sign off required by the Council's 151 officer in consultation with the Cabinet Member for Finance.

### **The new approach to delivering new affordable homes for Cardiff**

28. What is clear is that our development pipeline remains hugely important for the city. As a driver for economic regeneration and in response to growing levels of acute housing need the opportunity to directly deliver volume house building could be a major part of Cardiff's recovery.
29. The additional housing sites secured by the Council for housing development will deliver 1,800 homes on top of the 600 council homes being delivered through Cardiff Living. Key sites include Waun Gron Road, Channel View, Michaelston College, Maelfa and St Mellons (older persons) and the Gasworks site.
30. Furthermore, the council has the opportunity to consider varying its approach to house building in the future. The experience of our development programme to date shows how volatility can impact negatively both for developers and the Council particularly in long term arrangements. The need for flexibility going forward to take into account changing conditions could see a move to genuinely tenure neutral developments where homes are built by the Council and then either sold at market levels, for low cost home ownership, socially rented or rented at market rates dependent on a range of economic and social factors.
31. To achieve this the Council would need to seek Contracting partnerships in the future rather than Developer partnerships, taking the opportunity to deliver property directly for sale or rent as appropriate. This approach would require the council to take a developer's risk but would also ensure the reinvestment of all profits back into the development programme. The approach would potentially enable the council to provide cross tenure high quality, energy efficient and truly affordable homes to meet a wide range of housing need across Cardiff.
32. Considering these opportunities to deliver properties for private sale or private rent would ensure that the major development sites continued to provide for mixed communities and may offer the council the potential for a more diverse housing based income stream. This approach would require significant further consideration and will be examined in detail as part of the proposed way forward for the delivery of the Channel View development in September.

## **Local Member consultation (where appropriate)**

33. Local members have been written to informing them about the proposed amendment to the tenure mix on the 4 sites in question.

## **Reason for Recommendations**

34. To prevent our current Cardiff Living sites from stalling, removing the risk of market sale properties remaining unsold ensuring the Cardiff Living programme continues to deliver new affordable homes mitigating against the short-term impact that Covid-19 will have on our development programme.
35. To reduce the potential impact that Covid-19 can have on the local economy, ensuring our sites can still operate, protecting local jobs, suppliers and subcontractors. Ensuring that the council is still delivering much needed affordable housing for local communities.
36. To limit the impact that Covid-19 could have on our delivery programme and on our ability to meet the new build targets set out in Capital Ambition.

## **Financial Implications**

37. The additional costs outlined in the report can be managed within the existing HRA Capital Programme approved by Council in February 2020, by limiting further Private Market Property Buybacks, to any unallocated budget for this budget heading and in particular where commitments have been entered into and any price agreed continues to represent market value by an independent valuer. A sum of £22.5 million was assumed for this method of increasing the numbers of dwellings in the HRA over a five year period and would need to be re-prioritised to acquire these units from Wates. Any reduction in return of land value will also need to be managed within this budget. In respect to the Cardiff Living scheme it is important that this does not set a precedent for future phases as no allowance is included in the budget framework for this and there could be adverse state aid implications.
38. The recommendation sets out the need for matters to be concluded with the agreement of the S151 Officer (Corporate Director Resources). The areas to be considered will be that whilst the funding source is identified that the business plan is sustainable and can both demonstrate Value For Money and an evidenced view of the market opportunity as described in the body of the report.
39. The impact of COVID 19 on other new build schemes in terms of impact on costs, timescales affordability of borrowing and revenue budget implications will need to be considered in the future periodic updates to key documents in respect to the HRA which include the annual budget as well as the 30 year business plan update.

## **Legal Implications**

40. Further to a competitive dialogues process, the Council entered into a development agreement ("the Agreement") with Wates construction Limited (25.1.16) for the development of social and private housing on number of sites owned by the Council. This arrangement was akin to a public concession contract. The Agreement, put succinctly, contained provision for draw down of sites under phases, under build (construction) licences.
41. The Agreement contains a number of provisions, which in particular, allow for:
  - the parties to agree courses of action in the event of times of Market Slow Down ( as defined in the Agreement); and
  - an option during the Election Period (As defined by the Agreement) for the Council to acquire unsold market housing on payment of a sum to calculated in accordance with the Agreement.
42. Before proceeding with the proposed purchase of the unsold market houses, it will be necessary to carry out detailed due diligence to ensure that matters can be achieved within legal and financial constraints, including;
  - any decision as regards the overall payment sum must take in account the general obligation upon the Council to obtain value for money and detailed valuation advice will be required,
  - being satisfied that the proposed arrangement does not raise any state aid or procurement law issues .

## **Equalities Impact Assessment/public duties**

43. The Council has to satisfy its public sector duties under the Equalities Act (including specific Welsh public sector duties) – the Public Sector Equality Duties (PSED). These duties require the Council to have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of 'protected characteristics'. The 'Protected characteristics' are:
  - Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief.

## **Well Being of Future Generations (Wales) Act 2015 -**

44. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
45. In discharging its duties under the Act, the Council has set and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in

Cardiff's Corporate Plan. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.

46. The wellbeing duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
- Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrated approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

## RECOMMENDATIONS

Cabinet is recommended to:

- 1 Approve in principle, subject to the satisfactory outcome of detailed due diligence checks by the authority, the request from Wates to acquire unsold property in phase 1 of the Cardiff Living sites as detailed in this report, as a direct response to the impact of Covid-19.
- 2 To grant delegated authority to the Corporate Director for People and Communities in consultation with the Cabinet Member for Communities and Housing following satisfactory outcome of detailed due diligence checks by the authority and formal approval by the Section 151 Officer in consultation with the Cabinet member for Finance to conclude the purchase agreement in respect of the purchase of the unsold properties as described in this report
- 3 To note the outline approach indicated in the report in respect of future housing development sites. The approach to inform specific housing development scheme reports planned for consideration later in 2020.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>SARAH MCGILL</b> <b>Corporate Director People &amp; Communities</b>
	5 June 2020

*The following appendix is attached:*

**Appendix 1** – Costs associated with acquisition of additional property (confidential).

Mae'r dudalen hon yn wag yn fwriadol

Yn rhinwedd paragraff (au) 14, 21 Rhan (nau) 4 a 5 o Atodlen 12A  
o Ddeddf Llywodraeth Leol 1972.

### Mynediad Cyfyngedig i'r Ddogfen

Mae'r dudalen hon yn wag yn fwriadol

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**



**CABINET MEETING: 11 JUNE 2020**

**CARDIFF RECOVERY STRATEGY**

**CABINET MEMBER FOR INVESTMENT & DEVELOPMENT AND CABINET MEMBER FOR STRATEGIC PLANNING & TRANSPORT (CLLR RUSSELL GOODWAY AND CLLR CARO WILD)**

**AGENDA ITEM: 4**

**Reason for this Report**

1. To update Cabinet on proposals for mitigations and adaptations related to the Coronavirus outbreak and its impact on the city centre and key employment locations.
2. To seek approval for the proposed Cardiff Recovery Strategy and delegate authority for its implementation.

**Background**

3. In January 2020 the world became aware of the outbreak in China of a novel coronavirus strain with no vaccine and a relatively high reproduction rate. By 31<sup>st</sup> January the first two cases of the coronavirus in the UK were confirmed. By March the scale of the outbreak had already led businesses to change their working practice, such as sending staff to work from home, putting in place sanitation and improved hygiene facilities, and introducing social distancing measures.
4. Subsequently, on March 23<sup>rd</sup> the UK Government imposed a nationwide partial lockdown, which instructed the public to stay at home except for limited purposes such as necessities, medical supplies or if they were essential workers. These impositions have been in place since that date, and measures to ease the lockdown have only just begun to be implemented. In Wales the Welsh Government is leading the easing of the lockdown, and will provide the necessary guidance on how we respond in Cardiff.
5. The impact on our city has been substantial. The scale of this health crisis is unprecedented in our times and the loss of life has affected many families across the city. An overview of the impact on Cardiff can be found in the 'Restart, Recover, Renew: next Steps for Cardiff during the COVID-19 Crisis' at Item 1 on this agenda.

6. Whilst primarily a public health issue, with the focus of intervention on saving lives and reducing the spread of the coronavirus, the UK and Welsh Government response also focussed on economic measures that enabled the lockdown.
7. The lockdown had an immediate impact on the way in which city and district centres operated. The vast majority of businesses within these areas, notably retail, hospitality and leisure sectors, were required to close. Some retail sectors that provided necessities remained open, albeit with social distancing and sanitation measures put in place. This led to queuing systems being introduced in supermarkets.
8. Economic measures, such as the Job Retention Scheme and the Business Rates Grants were designed to support businesses during the lockdown period when they were no longer able to operate. Staff were furloughed and a self-employed income support scheme was introduced.
9. City centre businesses during this time were significantly impacted. A survey of businesses undertaken by FOR Cardiff, the city centre's Business Improvement District, noted that most businesses in the city centre ceased operating during the initial phases of lockdown, whilst two-fifths were concerned about a cessation of trading.
10. Furthermore, analysis by the Office of Budget Responsibility (OBR) highlighted that the economic output of the UK would fall by a third during the first quarter of the financial year. Mapping the sectoral impact of the OBR analysis onto Cardiff highlighted that the city would see an almost identical hit to its economy during this period.
11. As we emerge from the lockdown and the pandemic subsides, the city's priority will be to protect its residents and ensure their safety. A significant element of this is the ability of the city's businesses to operate in a safe way. The lockdown will ease in a phased manner, and in the absence of an effective vaccine we are likely to see social distancing measures put in place for some time to come.
12. Guidance from the UK government ('Coronavirus (COVID-19): safer public places - urban centres and green spaces', May 2020<sup>1</sup>) clearly outlines requirements for social distancing in "urban centres and green spaces likely to experience high footfall" in England. Whilst public health is a devolved matter for the Welsh Government, the guidance provides an indication of the considerations, assessments and requirements which will be necessary to protect public health as lockdown measures are eased.
13. Such measures will not just affect businesses, but also the immediate areas around those businesses, and the way in which workers, commuters, visitors, and shoppers get to and between these businesses. In simple terms our city and district centres will need to operate

---

<sup>1</sup> <https://www.gov.uk/guidance/safer-public-places-urban-centres-and-green-spaces-covid-19>

differently for some time. For businesses where implementing social distancing measures will be difficult, this will create specific difficulties.

14. This also impacts on transport, with significant pressure on public transport in particular, where social distancing has direct consequences for the capacity of services. Cities will need therefore to rethink how transport operates during this period.
15. Current guidance from Welsh Government on travel also emphasises the requirement for social distancing and for “businesses that are open to take all reasonable measures to ensure two metres physical distancing between people” (Travelling safely during the coronavirus pandemic: guidance for the public, WG, May 2020<sup>2</sup>).
16. Cardiff, like many cities, due to Covid-19 impacts is currently going through the most significant crisis in a generation that could potentially have a catastrophic impact upon the city’s businesses, transport, environment and overall resilience.
17. With almost 70,000 jobs, Cardiff city centre is Wales’ largest cluster of employment, representing around a third of the city’s workforce, more than one in nine private sector jobs for the entire city-region, and one in every six jobs in the hospitality sector. It is responsible for attracting the majority of the city’s 21 million annual visitors. The size and impact of the city centre’s economy means that it is imperative that active measures are taken to protect jobs within that area, and ensure it can remain competitive in the future.
18. The Coronavirus epidemic is no doubt an unprecedented economic issue for our city. Any measures, however, must first and foremost consider the safety and health of residents, visitors and workers. The current 3-12 month recovery phase will be crucial to mitigate these impacts, and allow the city centre and key locations to rebuild. This strategy defines actions to allow this to occur as effectively as possible on both city centre and wider city.

## **Issues**

### Economic Impact

19. The impact of the current lockdown has been clear. However, it is now critical to consider the continued effect on our city’s economy. Economic forecasting undertaken by PricewaterhouseCoopers extending beyond the current period suggests that hospitality, retail and recreational activities will experience the greatest impact. These are all sectors with a significant presence in Cardiff city centre, and collectively employ circa 45,000 people in the city, all with associated supply chains.

---

<sup>2</sup> <https://gov.wales/travelling-safely-during-coronavirus-pandemic-guidance-public-html>

## **Employment by Sector, Cardiff 2018**

Retail	19,000
Accommodation & food services	15,000
Arts, entertainment, recreation & other services	11,000

Source: Business Register and Employment Survey

20. Estimates suggest that these sectors may see an annual impact on Gross Value Added (GVA) of up to a third, with food services having a potential drop in output of almost 40%. Equating these figures into job losses could see well over 10,000 jobs impacted unless appropriate support and mitigations are put in place for these businesses.
21. The city centre, however, is not just about the retail and visitor economy, it is also the focal point for Wales' professional services sector, responsible for two in every five jobs in the city region for the financial services sector. These businesses often rely on good transport links, with significant numbers of the city's almost 100,000 daily commuters working within these sectors in the city centre.
22. Furthermore, businesses will continue to be impacted by the Coronavirus epidemic in a number of ways. There will be the immediate impact of the regulatory requirements around social distancing that will reduce the floor space and use of premises for all businesses. There will be an impact on the movement of people as a result of public transport and general social distancing requirements, and there will be an impact on business and consumer confidence.
23. As the lockdown is released and footfall returns to the city centre, the commercial basis for businesses to re-open will be determined by the extent to which social distancing measures affect their ability to trade. A reduced operational floorplate and significantly lower flow-through of people will prove difficult for many to mitigate. A strong public-private partnership will be required to get the city working. Winning the public's confidence to come back will rely on good management of social distancing measures on the public realm, in business premises, and in the transition between the two. The public must feel safe, but also must feel satisfied to ensure they continue to return.
24. A range of support and assistance for business will be needed. This may include innovative solutions to off-set social distancing restrictions, more flexible hours of operation, new marketing campaigns, on-street management, and a range of other interventions that help businesses to trade.

## Transport

25. As a result of the crisis, the resilience of public transport services has been fundamentally challenged. This presents a significant risk to Cardiff's long-term recovery. There has been a significant decline in

passenger numbers together with widespread public concerns about the safety of using services.

- Currently rail passenger numbers are at around 5% pre-COVID-19 levels (i.e. a drop of 95%).
  - Bus passenger numbers are at around 10% pre-COVID-19 levels (i.e. a drop of 90%).
  - Previously bus and rail generally operated around 50% of their seated capacity across the day as a whole. Implementing social distancing measures is likely to result in a reduction in bus and rail passenger numbers of 70% pre-COVID-19, assuming the same service frequency as pre-COVID-19.
  - Car numbers were around a third of pre-COVID-19 levels during the early stages of lockdown. However, as of the third week of May, traffic levels were approaching 50% of pre-COVID-19 levels.
  - Currently it is estimated that commuting levels in Cardiff are around a third of pre-COVID-19 levels. Following lockdown, it is estimated that this will return to around 50% of pre-COVID-19 levels.
  - It is therefore possible that following easing of restrictions that traffic flows will again return to at least these levels if not higher, particularly in response to the significant decline in use of public transport.
  - As an overall picture of cycling during the lockdown, Nextbike rentals have typically been around 50% pre-COVID-19 levels. It is anticipated that the lack of travel by students may have impacted upon the use of Nextbikes and levels of active travel in general and around the city centre.
26. Urgent measures are required to make public transport safe for users and to communicate this message effectively in order to prevent further decline and significant modal shift to car. In addition, there is a need for immediate interventions which provide a sustainable and viable alternative to public transport services, to mitigate against an unprecedented potential shift to journeys by car. For example, maintaining higher levels of home-working would have a positive impact on car traffic levels, enabling the benefits experienced as a result of fewer car trips on the city's network to be retained.
27. **Public transport:** The impact of greatly reduced passenger numbers together with additional operational costs and reduced operating capacity as a result of social distancing requirements present a crisis for public transport. Immediate interventions are required to secure the long-term viability of public transport services, whilst also preventing a large-scale increase in car trips which would have been detrimental to both the economic and environmental resilience of the city.

28. **Changes to travel patterns:** Short-term interventions are immediately required to protect health and facilitate social distancing and to meet the needs of our residents, keep our communities safe and healthy and support our businesses to adapt to new conditions and challenges. Additional space is required for active modes, to avoid an increase in motorised traffic as lockdown eases. Mitigation is necessary to prevent road danger as a result in an increase in traffic speeds presenting a risk to health, particularly for vulnerable groups.

### Key City Spatial Impacts

29. The city centre plays a key role in the economic, social and cultural vitality and success of Cardiff. However, during the lockdown these functions have been severely curtailed. Footfall within the city centre during lockdown has been around 10% of pre-COVID-19 levels. Meanwhile the number of cyclists recorded at North Road near the Royal College of Music & Drama is currently on average 40% of pre-COVID-19 levels. Unless a safe but effective model for city centre and local centre functioning is established this could have irreparable detrimental impacts upon the city as a whole.
30. It is crucial that a safe city centre environment that establishes trust for users, city centre residents, local shops and businesses is enabled. For example, as a result of social distancing requirements, access to additional outdoor space is likely to be required for operational purposes (e.g. outdoor eating, spill out and social spaces) as well as queuing.
31. It is therefore crucially important to get as many businesses back operating safely as quickly as possible. Access to the city centre needs to be perceived as easy and safe, enabling workers, shoppers; and visitors to enter and use the city. This strategy needs to identify opportunities to enhance this attractiveness and economic viability.
32. Furthermore, in order to ensure the viability of the city centre access arrangements to the centre via car, bus, and active travel measures needs to be supported in a safe manner. In order to enable this, the city may need to operate in a form 'event mode' with a significant adjustment in the way the network operates. This will be supported by plans outlining how access to the city centre will be managed as well as a plan defining the pedestrian, cycle and public transport movement within the city centre.
33. During the crisis local shops, services and facilities have played a central role, underlining the importance of local and district centres. However, as levels of walking and cycling have increased in local communities, social distancing has become difficult and in some cases not possible in locations across the city. There is a need to enable people to access local services, employment, retail and leisure and exercise/play locally, using active modes wherever possible. A wider assessment of the key locations across the city in terms of local centres, public transport nodes, parks, major employers needs to be undertaken to identify where further support is required. As a result of this we will need a network of 'pop-up'

cycleways connecting local centres, the city centre and other key destinations to enable safe and effective travel.

34. In addition to identifying where physical measures are required to support social distancing, it will be necessary to adapt to extended and flexible operating times to reflect changes in working and movement patterns.

### City resilience

35. The threats to both environmental quality and wellbeing presented by the current crisis need to be urgently addressed to prevent long-term damage to the safety and success of the city. Cardiff's resilience is vital to its success as a city.
36. Changes to travel patterns and movement within the city as a result of Covid-19 have the potential to adversely affect our environment, and therefore health and wellbeing, for example, through air quality. Mitigation is required in order to avoid a large-scale shift to car-based travel which would further exacerbate the current economic and environmental impact.
37. Many areas have seen an improvement in air quality and reduction in traffic noise due to the lower levels of car traffic, and local communities are keen to retain this. Since more stringent lockdown measures were introduced on the 16th March by the UK Government, levels of nitrogen dioxide ( $\text{NO}_2$ ) have dropped significantly. A daily average figure of  $9.5\mu\text{g}/\text{m}^3$  (micrograms per cubic metre) was measured at Cardiff's city centre monitoring station, and  $17.5\mu\text{g}/\text{m}^3$  at the Newport Road Station.
38. Although yearly comparisons are not considered conclusive given the array of parameters that can influence air quality levels from one year to the next, datasets gathered in 2019, coincided with the same analysis period from the same two monitoring station recorded daily average figures of  $21.5\mu\text{g}/\text{m}^3$  at the Cardiff's city centre station, and  $33.8\mu\text{g}/\text{m}^3$  at the Newport Road station.
39. Notwithstanding the fact that whilst  $\text{NO}_2$  concentrations have decreased, there have been slight increases in particulate pollution, overall air quality has significantly improved. The reduction of air and noise pollution will have positive impacts on the health and wellbeing of our residents, and it will be important as part of the recovery strategy that these improvements are maintained whilst reviving the economy. The improvements in air quality will also lessen the burden on NHS in terms impacts on respiratory, cardiac admissions and a host of other negative health impacts of poor air quality. Maintaining and improving on air quality improvements may help reduce the impact of the coronavirus pandemic and may help increase resistance to any future waves of virus.
40. The recovery period is an opportunity for securing increased environmental and city resilience. Improving air quality to protect health is a key Council commitment. An increase in car-based trips would have an adverse impact on air quality, as well as emissions of greenhouse gases.

41. It is necessary to prevent a potential modal shift to car based journeys, as people switch from public transport and other sustainable modes to avoid busy environments, through supporting active and sustainable modes of travel. Similarly, existing inequalities in the city may be exacerbated by changes in travel patterns, with those able to work from home and/or drive more likely to be in higher income groups.
42. There is a significant risk to the growth and success of the city if an effective response is not implemented. All cities are rapidly seeking to adjust to ensure a successful recovery. Globally, forward-looking cities are introducing measures to provide additional space for people walking and cycling and to facilitate access to local services e.g. through spill-out spaces and greening/infrastructure which contributes to enhanced amenity. For example, Athens is reallocating 50,000 square metres of public space, including a four-mile “grand walkway” uniting archaeological sites in the historic centre, enlarging squares, pedestrianising boulevards and widening pavements. Brussels has transformed its city centre into “slow streets” in order to give residents more space to walk, cycle and shop. A 20 km/h (12 mph) limit has been implemented across the city centre and drivers must give priority to pedestrians and cyclists. The city is also creating 25 miles of cycle lanes. In the UK, Liverpool City Council are investing £450,000 in outdoor spaces to create covered seating areas, with the funding targeted at local independent businesses to offset the loss of internal space due to the need to socially distance. Seven temporary cycle routes are also planned to boost active travel around the city centre.
43. The proposed strategy is for the city as a whole, but with a clear focus on city centre and local and district centres through providing more space for physical distances and enhancing amenity to support the function and recovery of businesses.
44. Greening interventions have a key role to play in enhancing amenity. These may include portable features for the street scene, such as creating an ‘avenue’ effect through the use of containerised trees. Parklets and planters may also provide additional space as well as offering a further opportunity for greening. Lower level annual and permanent planting will also be utilised.

#### Homelessness and Rough Sleeping

45. The Covid-19 response from all partners to provide additional accommodation and support for homeless individuals has been exceptional. At the start of the pandemic Cardiff had around 30 rough sleepers and significant numbers of people in shared space accommodation. Around 182 additional individual units of supported accommodation have been provided since the lockdown began, with funding made available by the Welsh Government.
46. At the same time the availability of funds through street begging, often used to obtain illegal drugs, had almost completely disappeared. Our

multi-disciplinary team have had huge success in supporting individuals with long term substance misuse issues to come into treatment for the first time.

47. As we move into the city recovery phase we will need to carefully consider the messaging we want to promote to Cardiff residents and visitors about the factors that have resulted in this remarkable improvement in outcomes for some of our most vulnerable citizens.

### **Cardiff's Recovery Strategy**

48. In response to the above issues we are proposing a strategy which outlines what is required during the Covid-19 recovery period to ensure that the city centre, and wider local and district centres, fully support local businesses, retailing, and the wider range of positive social and leisure activity associated with Cardiff city centre. Central to this is a drive to create an environment that is safe, socially distanced, well-managed and welcoming, that highlights what people 'can-do' as opposed to what they 'can't do' to establish a return of footfall to the main urban centres. The strategy document in Appendix 1 provides detailed principles and actions for delivering this approach.
49. The strategy identifies essential interventions for creating a safe city centre and sets out key actions at a city-wide level which will enable an integrated strategic approach across the city, based on social distancing and ensuring people's safety while social distancing is required. The roll out of these interventions will be accompanied by targeted information and publicity.
50. As part of the progress of the Council's Clean Air Plan and to monitor the short term impacts of the Recovery Strategy measures, the Council will be enhancing its real-time monitoring capabilities within the city centre and surrounding areas to ensure robust air quality data is collected. The monitors will support existing air quality data that has continued to be collected during the COVID-19 crisis and will be used to assess and monitor any displacement effects of the proposed measures on peripheral areas around the city centre. Longer term the monitors will be used to assess whether the Clean Air Plan has achieved compliance with legal limits for nitrogen dioxide ( $\text{NO}_2$ ) on Castle Street as the full Clean Air Plan is implemented. The proposed monitoring enhancements will be implemented as early as possible in the coming weeks.

### **Engagement**

51. The Council and the Business Improvement District have undertaken a number of engagement sessions and workshops, as part of an on-going commitment to support the operation of the city centre. Stakeholders have included representatives from the police, transport operators (including taxis), local employers, the university sector, retail centres, retail units, the hospitality sector, car park operators and public bodies.

- 52. The design and implementation of the schemes proposed in the strategy will be discussed with key stakeholders. Consultation with Ward Councillors will also take place as part of the implementation for specific schemes within their wards.
- 53. It is also important to note that there is a significant resident population within the city centre, and that any changes that take place will have an impact upon their lives. Consultation will be undertaken with city centre residents and engagement with local members to both inform the development of the strategy and its proposed measures, as well as providing continuous feedback on its implementation and management.
- 54. Consultation will also take place with key user groups on the proposed interventions, including disability groups and other protected characteristics. Appropriate Equality Impact Assessments will be undertaken for the schemes identified within this report.

## **Principles**

- 55. The strategy comprises the following elements:

### A Safe City Centre

- 56. The city centre will have a concentration of the problems impacting upon the commercial areas of the wider urban area. It is vital to support three key strands of activity – employment, retail and hospitality.
- 57. Interventions are necessary to ensure that access to the city centre is safe and enabling for workers, shoppers and visitors, including actions relating the public realm, car parking, walking, cycling and cycle parking and security. As discussed above, this may require an ‘event mode’ to be implemented with appropriate adjustment in the way the network operates together with a management plan setting out arrangements for access to and movement in the city centre for pedestrian, cycle and public transport modes.
- 58. Effective engagement with key stakeholders, including the business community and disability groups, will be essential in adopting, monitoring and refining measures which are introduced to support access and movement in the city centre, together with local and district centres.
- 59. An operational management plan for the city centre identifies measures to facilitate social distancing requirements, including queuing, routes for circulation/movement, spill-out space and information, including signage and street ambassadors. It outlines an approach to facilitating events and activities, which will attract users back to the city centre. It also highlights the commitment to work closely with the Housing and Communities team to define specific measures related to managing anti-social behaviour.
- 60. Integral to this approach is the need to make sure that such social distancing measures are attractive and welcoming. To that end, green

features will be introduced to the street as part of the social distancing infrastructure, building upon the current partnership between FOR Cardiff and the Council, and introducing more plant materials within the city centre. Central to plans will be the installation of substantial, portable features that aid social distancing and add scale and texture, creating impact and interest. The approach will involve the theming of locations based on tree genus and whereby large containerised stock will form bold, clean lines.

### A Safe Connected City

61. Key actions have been identified at a citywide level to facilitate social distancing, protect public health and support the re-opening of businesses in local and district centres and other key demand centres.
62. Measures will include a package of safety and greening in local and district centres such as pavement widening, cycle routes, speed restrictions and more significant measures where appropriate, with a pilot scheme in Wellfield Road. Other key locations such as parks and universities will be identified and schemes developed to ensure social distancing and effective access.
63. Urgently required measures to mitigate the loss of public transport capacity will include walking and cycling schemes, safety measures (for example, pavement widening), bus priority schemes and ongoing engagement with operators, such as Transport for Wales and Cardiff Bus. Additional car parking capacity and 'park and pedal/stride' schemes will also be explored.
64. A systematic 'pop up' cycle network will encourage additional use of the mode and provide connectivity into the city centre, local centres and transport/demand hubs. Additional cycle parking will be delivered.
65. The re-opening of schools will be supported through reallocating additional space to facilitate social distancing and protect vulnerable road users.
66. A summary of the principles informing the strategy is provided in the following table.

<b>Measure/Scheme</b>	<b>Details</b>
<b>Managing vehicle speeds</b>	Managing vehicle speeds to improve public safety through, for example: <ul style="list-style-type: none"><li>• Introduction of temporary speed awareness signage</li><li>• Introduction of 20mph limits on key routes on key routes through district and local centres by way of Temporary Traffic Regulation Orders.</li><li>• Monitoring of vehicle speeds</li><li>• Targeting communications and messaging to encourage slower speeds and careful driving via social media.</li></ul>

Measure/Scheme	Details
<b>Improvement Plans for local centres</b>	<p>An initial pilot in <b>Wellfield Road in Plasnewydd</b> will inform the design and implementation of measures to facilitate safety and social distancing with public realm improvements. The measures are likely to include:</p> <ul style="list-style-type: none"> <li>• Removal of car parking and re-allocating road space by providing additional segregated space for pedestrians including spill over areas</li> <li>• Widening of footways with the introduction of bolt down kerbs</li> <li>• Public realm improvements, including, where possible, the introduction of greening features, planters and parklets</li> <li>• Provision of temporary pedestrian crossings, where required</li> <li>• Potential introduction of one-way vehicle access</li> <li>• Provision of additional cycle parking.</li> </ul>
<b>City Centre Safety Plan</b>	<p>Working with local employers and businesses to introduce social distancing and pedestrian safety measures to encourage people back into the centre and underpin economic recovery. This will include:</p> <ul style="list-style-type: none"> <li>• Reshaping of city centre to prioritise pedestrian safety (e.g. footway widening, on-street markings) while supporting cycling and bus access (e.g. through bus gates). Car access will be integrated through a series of park and ride and park and stride facilities.</li> <li>• A systematic 'pop-up' cycle network connecting local centres to city centre and key locations</li> <li>• Public realm enhancements to enhance amenity and create sense of place including greening, planters, parklets, spill over areas, additional cycle parking</li> <li>• An operational management plan covering key activities e.g. ambassadors and welcome points, management of pedestrian queues and street cleansing.</li> <li>• An 'event mode' plan defining the form of network arrangements and the city centre movement plan.</li> </ul>
<b>Safety Plan for universities and other trip generators</b>	<p>Enhancing walking and cycling access through measures which will may include:</p> <ul style="list-style-type: none"> <li>• Bus gates and one way systems on temporary basis</li> <li>• Systematic network of pop up cycle ways linking to existing and new cycleways to city and local centres and Roath Park</li> </ul>

<b>Measure/Scheme</b>	<b>Details</b>
	<ul style="list-style-type: none"> <li>Enhanced pedestrian access e.g. footway widening.</li> </ul>
<b>Measures to facilitate social distancing and enable active travel to schools</b>	<p>Supporting school reopening through measures including:</p> <ul style="list-style-type: none"> <li>Footway widening</li> <li>Temporary 20mph limits</li> <li>Temporary closures at drop-off and pick up times.</li> <li>Support of Active Travel Schools team to promote active travel.</li> </ul>
<b>Promotion and information</b>	Targeted information about the Recovery Strategy will be provided through a detailed programme of communications.

### **Local Member consultation**

67. There is a compressed timescale for design/delivery so there may be variation from standard process but consultation will be carried out. There will be further opportunities for consultation with local communities as additional schemes may be brought forward.
68. Measures expected to be brought forward are principally intended to reduce inequality by protecting public health by enabling physical distancing, safe and sustainable journeys and reducing harmful impacts of motor traffic. It is acknowledged that the current Covid-19 restrictions may make meaningful engagement with some protected characteristic groups (e.g. younger and older people) more challenging.

### **Reason for Recommendations**

69. To publish the Recovery Strategy and to enable the Council to progress the identification, design and delivery of the schemes outlined in the strategy, on an urgent basis to underpin the recovery period as lockdown measures are eased.

### **Financial Implications**

70. It is understood that the anticipated cost of the schemes are still in development, and early indications are that these are likely to be in excess of £3M. A bid for grant support to cover these costs had been submitted to Welsh Government. Any proposals that fall outside of the scope of Welsh Government grant funding will need to be reviewed or have funding identified prior to implementation.
71. There is a need for due consideration of the strategy and to receive assurance that the delivery of the projects contained in the strategy can be delivered within the funding allocated. Consideration also needs to be given as to whether or not any future financial commitments will arise from these works and where this is the case funding sources should be identified at the point of this decision.

## Legal Implications

72. The Council is statutorily responsible for the promotion of economic, social and environmental wellbeing of the city. The Council has various statutory duties and powers upon which it can rely to carry out the recommendations set out in this report, however, full legal advice should be sought on the individual proposals arising from the strategy as the same are developed.
73. In particular, the Council has powers in which it may alter and/or restrict the use of the highway. However, it should be noted that in order to facilitate such schemes traffic regulation orders (TRO's) may be required. TRO's may be temporary, experimental or permanent in nature. A statutory process must be followed in order to make such TRO's with such processes sometimes involving public consultation together with associated rights of objection. If objections are received to proposed TRO's they must be duly considered and following such consideration the potential exists that the TRO may be made, be made but in modified form or not proceeded with. In view of this, the Council cannot guarantee that such orders can be made as to do so could be seen as predetermination of a statutory process
74. If any proposed scheme involves the procurement of works, goods or services then the Council must comply with its Contract Standing Orders and Procurement Rules and procurement legislation.
75. It is noted from the body of that the report the Welsh Government is leading the easing of lockdown within Wales and that Welsh Government will provide guidance on how the Council should respond to the aforementioned easing of lockdown. In view of this the Council must ensure that the strategy it puts place is flexible enough to ensure it can respond to any guidance or legislation that is issued going forward.
76. It is also noted that the Council intends to bid for Welsh Government grant funding to accommodate its proposals. The Council will need to ensure it can comply with the grant terms and conditions and that the proposals to be funded from the grant are not committed to, until the grant is secured.
77. In formulating this proposed strategy it is understood that a number of engagement sessions and workshops have been undertaken with stakeholders. It should be noted that consultation gives rise to a legitimate expectation that the outcome of the consultation will be taken into account in determining the way forward.
78. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics.

Protected characteristics are:

- Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief
79. As such decisions have to be made in the context of the Council's equality act public sector duties. Vulnerable people with respiratory and other illnesses are more likely to be affected by poor air quality. Accordingly an Equality Impact Assessment should be carried out 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.
80. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations.
81. The decision maker should also have regard when making its decision to the Council's wider obligations under the Wellbeing of Future Generations (Wales) Act 2015. In brief the act makes provision with regards promoting/improving wellbeing.
82. The Well-Being of Future Generations (Wales) Act 2015 ("the Act") places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
83. In discharging its duties under the Act, the Council has set and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The well-being objectives are set out in Cardiff's Corporate Plan: <https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Pages/Corporate-Plan.aspx>
84. The well-being duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way, which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrated approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them
85. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>
86. The Council has to consider the Well-being of Future Guidance (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.

### **HR Implications**

87. Any changes to Council employee jobs that are required either on a temporary or permanent basis in order to support the Recovery Strategy will be fully consulted on with Trade Unions and staff. Any changes to employees roles will follow the agreed corporate processes.

### **RECOMMENDATIONS**

Cabinet is recommend to note and approve the proposals outlined within this report and Appendix 1 and to delegate authority to the Director of Planning, Transport and Environment and the Director of Economic Development, in consultation with the Leader of the Council, the Cabinet Member for Strategic Planning and Transport, the Cabinet Member for Investment and Development, the s151 Officer and the Legal Officer to develop and implement detailed plans.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Andrew Gregory</b> <b>Director of Planning, Transport &amp; Environment</b>  <b>Neil Hanratty</b> <b>Director of Economic Development</b>
	5 June 2020

*The following appendix is attached:*

*Appendix 1 - Cardiff Recovery Strategy*

# Cardiff Recovery Strategy





# 1. Introduction

Cardiff, like many cities, due to Covid-19 impacts is currently going through the most significant crisis in a generation that could potentially have a catastrophic impact upon the city's businesses, transport, environment and overall resilience.

The impact on our city has been substantial. Across the Cardiff and Vale Health Board area there have been, up to 28th May, 2,669 confirmed cases and 242 fatalities. The scale of this health crisis is unprecedented in our times and the loss of life has affected many families across the city.

Whilst primarily a public health issue, with the focus of intervention on saving lives and reducing the spread of the coronavirus, the lockdown implemented by UK and Welsh Government to limit social interaction required temporarily closing much of the economy..

The lockdown had an immediate impact on the way in which city and district centres operated. The vast majority of businesses within these areas, notably retail, hospitality and leisure sectors, were required to close. Some retail sectors that provided necessities remained open, albeit with social distancing and sanitation measures put in place. This led to queuing systems being introduced in supermarkets.

City centre businesses during this time were impacted significantly. A survey of businesses undertaken by FOR Cardiff, the city centre's Business Improvement District, noted that most businesses in the city centre ceased operating during the initial phases of lockdown, whilst two-fifths were concerned about a cessation of trading.

The recovery phase will be crucial to mitigate these impacts and allow Cardiff to get back on its feet and rebuild for the future. This strategy defines the essential actions to allow this to occur as effectively as possible in both the city centre and wider city.

# 2. The Business Need

## 2.1. Re-booting the Economy

As the Covid-19 public health crisis falls away it is likely to be followed by a long tail of economic impact. Many businesses will fail and others will take a significant length of time to get back to where they were. The impact across the UK has been estimated to be as much as one third of total GDP on some sectors.

In South East Wales, the main impact will be felt in Cardiff city centre, which accounts for around a third of the city's jobs and 10% across the wider region. The city centre hosts a large number of the businesses that are already, and will continue to be, the most impacted by the pandemic, due to their reliance on consumer footfall. Potentially 45,000 jobs in the city are at risk: it is anticipated that only a 20% reduction in the economy would see up to 10,000 jobs lost across these sectors.

It is therefore crucially important to safely re-open businesses as quickly as possible. Cities across the UK will be competing for footfall. Cardiff needs to win back the confidence of local people, visitors, students and investors as a safe, resilient and welcoming environment.

## 2.2. Engagement and Partnership Working

There is a commitment to partnership working and early engagement is taking place. Engagement will be targeted at key partners (e.g. FOR Cardiff, Emergency Services, Transport for Wales, Public Health Wales, Universities and Leisure/Entertainment/Events). Initial engagement sessions have already taken place to inform the development of the strategy, including structured sessions held by the city's Business Improvement District with specific retail, hospitality and professional and education sessions. Constant and consistent dialogue with business will underpin the continued development of the strategy. The Council has also led discussions with business representative groups and organisations in the city.

A list of the stakeholders engaged during this process is set out in Appendix D. Increased levels of engagement and focus will be needed as activity returns and focus shifts toward a future vision of the city centre.

### Emerging Themes

The discussions with local employers and business operators have been very positive overall. All groups understand the need to get the city and the economy moving as soon as it can safely be achieved.

Local business operators have expressed a desire to take advantage of some of the behavioural and working practice changes, by retaining the positive elements highlighted by the impact of Covid-19. These include; increased opportunities for home working; an improved environment (such as, air quality & use of open spaces) reduced commuter transport demand; more use of cycling and improved cycle facilities and improved safe walking opportunities.

An integrated transport strategy is being prepared to better manage access across the city. Discussions are ongoing with the public transport providers, including buses, rail, car park providers and taxis. The operators are positive about supporting city centre employers and business (within operational safety consta

We will collaborate with different stakeholder groups throughout the recovery period. There is an accepted understanding that urgent action is required to re-open the city centre and local centres as welcoming destinations. It is accepted that some of the interventions and businesses need to be flexible to best accommodate the different local needs and pressures.

The pedestrian safety proposals have identified a number of potential spill-out areas which can offer socially distanced outdoor seating facilities. These would be used to support the local hospitality businesses, in the form of restaurants and cafes. It is recognised, by local business, that some changes may be required to the opening and closing times, or the way/times that vital functions, such as servicing and loading/unloading, are undertaken.

A long-term strategy to help the homeless and to care for the vulnerable is being developed, although these are issues which require careful consideration.

### **2.3. Making It Work**

As the lockdown is released and footfall returns to the city centre, the commercial basis for businesses to re-open will be determined by the extent to which social distancing measures affect their ability to trade. A reduced operational floorplate and significantly lower flow-through of people will prove difficult for many to mitigate.

A strong public-private partnership is required to get the city working. Winning the public's confidence to come back will rely on effective management of social distancing measures on the public realm, in business premises, and in the transition between the two. The public must feel safe, but also must feel satisfied to ensure they continue to return.

A range of support and assistance for business will be needed. This may include innovative solutions to offset social distancing restrictions, more flexible hours of operation, new marketing campaigns, on-street management, and a range of other interventions, where appropriate, that help businesses to trade such as:

- Opening up public space for free, and implementing flexible licensing arrangements to support businesses in addressing constraints of social distancing
- Investing in shared covered outdoor spaces as 'spillover' space, including pop-up space, to maximise available space for business
- Extending operating hours for the city centre to reduce congestion
- Using the Castle as a safe marketplace for local businesses, using digital technology to enable city centre businesses to utilise a new 'city square'
- Co-ordinated management of the city centre through engagement with the BID and public service providers
- Additional support to improve shop frontages for small hospitality businesses and retailers
- A new 'Visit Cardiff' local marketing campaign that promotes buying local and staying local.



© Wikimedia, Montreal

## 2.4. Making it the Place to be

Suppressing and restricting innate human behaviour such as meeting, gathering and chance encounters represents a significant challenge to placemaking ideals which seek to create life and animation in our streets and spaces. Restrictions on businesses and events which form part of our shared experience will further compound this issue. Inventive responses and a focus on problem solving will allow us to:

- Affirm a sense of safety whilst creating a welcoming green environment
- Adapt streets and spaces to allow social behaviours to continue – meeting, sitting, browsing whilst maintaining safety measures – ensuring that the city is still an exciting and fun environment
- Avoid an overwhelming sense of control and restriction
- Create an approach that allows for constant innovation which can be implemented at pace
- Ensure effective engagement
- Gain public support and retain it.

## 2.5. Keeping it Moving

As the economic re-opens, it will be essential to ensure that people can travel and move around while maintaining social distancing. This will involve:

- Developing a system which effectively and intuitively encourages social distancing
- Allowing greater space for pedestrians and cycles while enabling essential vehicle movements (such as for emergency services, loading/deliveries, disabled parking)
- Enabling responsible use of public transport to and from the city centre and across the city
- Implementing measures which are adaptable to changes in regulations and behaviour/demand
- Implementing measures which are affordable, both in terms of capital expenditure and human resources
- Closely monitoring measures - adapt/change based on success.



© Swaminathan Jayaraman on Unsplash

## 2.6. Times Are Changing

The 'new normal' will include the need to potentially fundamentally change commute/office times. City centre businesses, including retail and restaurants, will need to extend and flex opening hours to allow more access spread throughout the day, evening and night.

The city centre needs to be flexible to support recovery – it needs to provide more space and time. Given the challenge with public transport – it will also need to offer more flexibility in terms of the arrangements for safe access. Time and space in the city will need to be stretched, more flexible and adaptable.



© Arup

# 3. Transport Impacts

Covid-19 has had a dramatic impact upon transport usage with potentially catastrophic impacts upon long term sustainability unless action is taken. It is estimated that commuting levels in Cardiff are around a third of pre-Covid-19 levels. Following lockdown, it is estimated that this will return to around 50% of pre-Covid-19 levels, this will be due to a combination of increased working from home, more flexible working practices (in particular amongst those returning from furlough), and an increase in unemployment, with a limited percentage of the workforce asked to self-isolate as part of emerging testing/contact tracing procedures.

Currently rail passenger numbers are only at around 5% of pre-Covid-19 levels, whilst bus passenger numbers are at around 10%. Previously bus and rail generally operated at around 50% of their seated capacity across the day as a whole. Implementing social distancing and not exceeding 15% of seated capacity, is likely to result in a reduction in bus and rail passenger numbers of 70% pre-Covid-19, if the service frequency is the same as pre-Covid-19.

With regards to car specifically, car numbers were around a third of pre-Covid-19 levels during the early stages of lockdown, however as of the third week of May traffic levels were approaching 50% of pre-Covid-19 levels. Traffic levels during social distancing in the run up to the lockdown were at around 80% of typical levels, it is therefore possible that following easing of restrictions that traffic flows will again return to at least these levels if not higher, particularly in response to the significant decline in use of public transport. On average, peak time traffic congestion over the course of the lockdown has been fairly consistent at around 20% pre-Covid-19 levels, however as traffic continues to rise, so will congestion at some point begin to rise with it.

With regards to active travel, footfall within the city centre during lockdown has been around 10% of pre-Covid-19 levels. Meanwhile the number of cyclists recorded at North Road near the Royal College of Music & Drama is currently on average 40% of pre-Covid-19 levels. As an overall picture of cycling during the lockdown, Nextbike rentals have typically been around 50% pre-Covid-19 levels. The lack of travel by students and tourists will have impacted upon the use of Nextbikes and levels of active travel in general and around the city centre. In contrast in the vicinity of Cardiff Bay, pedestrian numbers have more than doubled along Eastern Bay Link, while cycling numbers have also increased by around 70%. Walking and cycling numbers (combined) have also consistently been more than 50% higher than pre-Covid-19 levels, suggesting a potential resurgence in leisure-based active travel as part of daily exercise allowance. This strategy needs to mitigate the worst impacts, and take forward opportunities to support public transport and enable active travel. All car use will need to be effectively managed.



© Nick Fewings on Unsplash, Bournemouth seafront

Many areas have seen an improvement in air quality and reduction in traffic noise as a result of lower levels of car traffic, and local communities are keen to retain this. Since more stringent lockdown measures were introduced on the 16th March by the UK Government, levels of nitrogen dioxide ( $\text{NO}_2$ ) have dropped significantly. A daily average figure of  $9.5\mu\text{g}/\text{m}^3$  micrograms per cubic metre) was measured at Cardiff's city centre monitoring station, and  $17.5\mu\text{g}/\text{m}^3$  at the Newport Road Station. Although yearly comparisons are not considered conclusive given the array of parameters that can influence air quality levels from one year to the next, datasets gathered in 2019, coincided with the same analysis period from the same two monitoring station recorded daily average figures of  $25\mu\text{g}/\text{m}^3$  at the Cardiff's city centre station, and  $33.8\mu\text{g}/\text{m}^3$  at the Newport Road station.

Notwithstanding the fact that whilst  $\text{NO}_2$  concentrations have decreased, there have been slight increases in particulate pollution, overall air quality has significantly improved. It is important to recognise the major benefits of these improvements and to seek to retain them whilst reviving the economy.

# 4. Policy and Best Practice

## 4.1. Emerging Guidance

This strategy is informed by two key Government guidance documents:

- Coronavirus (COVID-19): Safer Public Places - Urban Centres and Green Spaces<sup>1</sup> (UK Government guidance)
- Travelling safely during the coronavirus pandemic: guidance for the public<sup>2</sup> (Welsh Government guidance)

Safer Public Places provides guidance on how to achieve social distancing in areas that are likely to have high footfall such as parks, high streets, district and city centres. Whilst the guidance has been produced by the UK Government and specifically applies to England, it provides an indication of the considerations, assessments and requirements which will be necessary to protect public health as lockdown measures are eased.

The Welsh Government's guidance on travel also emphasises the requirement for social distancing and for "businesses that are open to take all reasonable measures to ensure 2 metres physical distancing between people".

UK Government Guidance



## 4.2. Best Practice: How other cities are responding

Across the world cities are implementing emergency safety measures to enable their residents to maintain social distancing with new initiatives being announced on virtually a daily basis. Below is a summary some of the best practice from around the world (see Appendix B for more case studies).

### 4.2.1. Athens

The Greek capital of Athens has announced plans to allocate 50,000 square metres of public space for cyclists and pedestrians. It will include a four-mile "grand walkway" uniting archaeological sites in the historic centre. In addition, there are plans to enlarge squares, pedestrianise boulevards and widen pavements. The intention is for Athens to be cleaner, greener and better lit to ensure it is as welcoming as possible for residents and tourists.

### 4.2.2. Brussels

Brussels has transformed its entire city centre into "slow streets" in order to give residents more space to walk, cycle and shop. A 20 km/h (12 mph) limit has been implemented across the city centre and drivers must give priority to pedestrians and cyclists. The city is also creating 25 miles of cycle lanes.

<sup>1</sup> <https://www.gov.uk/guidance/safer-public-places-urban-centres-and-green-spaces-covid-19>

<sup>2</sup> <https://gov.wales/travelling-safely-during-coronavirus-pandemic-guidance-public-html>

#### 4.2.3. Vilnius

Bars, cafes and restaurants will be allowed to expand into squares and streets free of charge in Lithuania's capital, Vilnius this summer as part of the city's response to Covid-19.

The city is giving over most of the public space in the city centre to bars and restaurants. The aim is to allow businesses to expand their outdoor seating areas to ensure they can operate at or close to their normal capacity while observing social distancing rules which requires tables to be placed at least two metres apart. While public safety remains the city's top priority, the measures will help businesses re-open and support the economic recovery.

#### 4.2.4. Berlin

Berlin has widened existing cycle lanes and installed light segregation to help with social distancing and increase safety. An initial pilot project showed the reduction in traffic due to the lockdown meant that the measures improved the safety of people cycling without impacting traffic. They are now rolling out the measures across the city which can be removed when the current restrictions on movement are lifted.

#### 4.2.5. Manchester

Manchester City Council has closed a section of Deansgate, one of its key shopping streets, to motor traffic to enable visitors and workers to socially distance more easily as they return to shops and offices. The closure has been carried out using removable bollards, which can be taken down for a short period once per weekday, allowing windows for local businesses to accept deliveries. Planters have been placed in the road to make the environment more welcoming for visitors.

The part-pedestrianisation will create new space for events and markets to be held, stimulating activity and increasing footfall as restrictions on movement to limit the spread of Covid-19 are lifted. In other busy areas of Manchester, footways have been widened to allow people to walk from public transport hubs to nearby shops or their place of work, while observing social distancing guidance.

*Vilnius: The city aims to allow businesses to expand their outdoor seating areas.*



©S.ZiuraVilnius.lt

*Manchester: Closure of Deansgate with access for active travel only.*



© Arup

# 5. The Strategy

## Vision

During the Covid-19 recovery period we need to establish conditions which ensure the City can fully support local business, retailing, and the wider range of positive social and leisure activity associated with Cardiff.

Central to this is a drive to create an environment which is perceived as safe, fully accessible, socially distanced, healthy, well managed and welcoming. We must highlight what people 'can-do' as opposed to what they 'can't do' to help establish a return of footfall to the city and district centres.

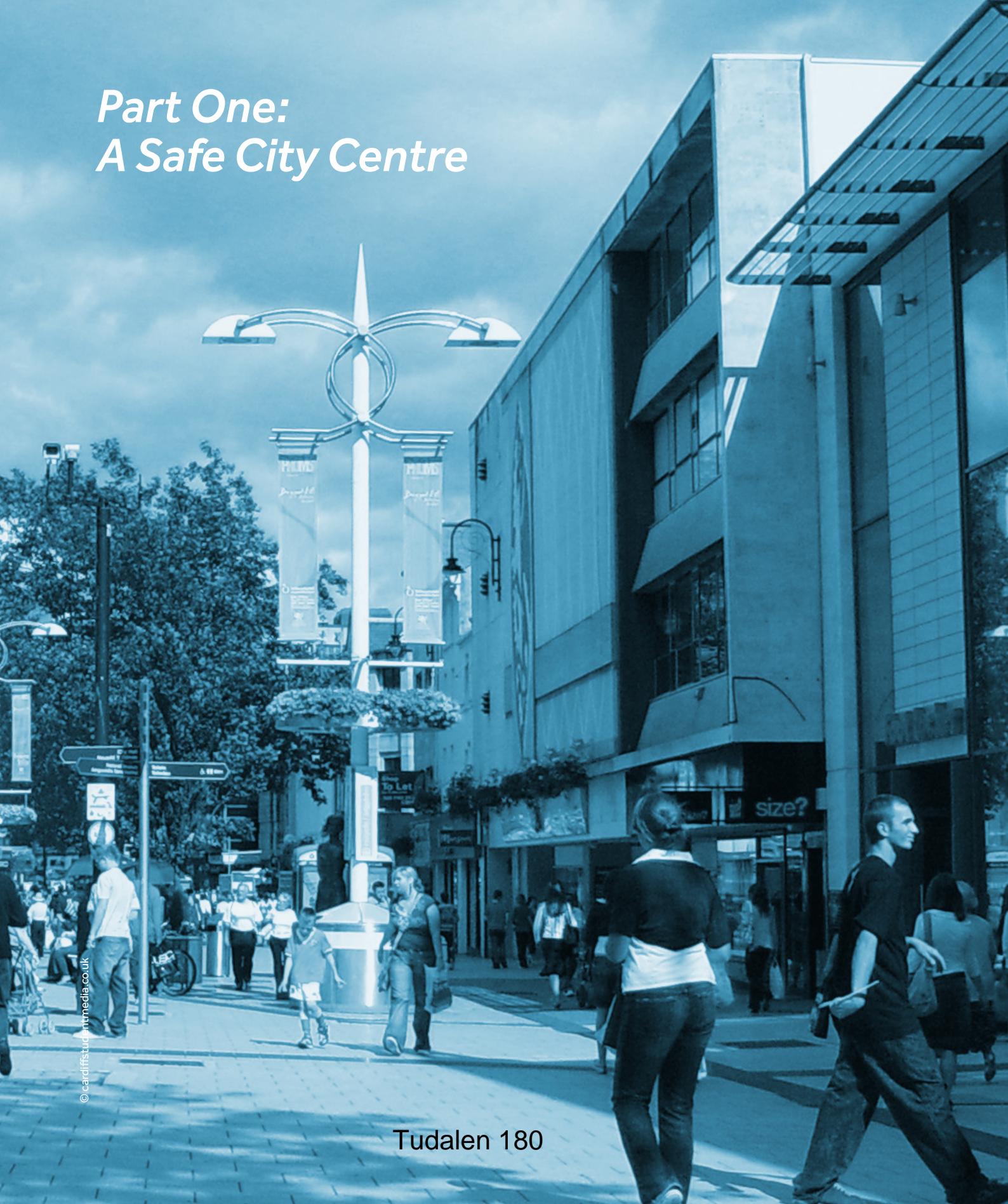
## Objectives

- Re-open Cardiff
- Create a welcoming city centre and local centres (accessible to all)
- Support businesses to re-open
- Re-establish footfall in the city centre, local centres and key destinations in a safe way that complies with social distancing requirements
- Help people to access the city centre, local centres and key destinations around the city in the absence of normal public transport capacity
- Promote Cardiff so that it develops a brand and reputation as a safe, supportive, accessible, green and forward-thinking place to visit.



# 6. Key Recovery Measures

## *Part One: A Safe City Centre*



## 6.1. A Safe City Centre

It is clear that the city centre will have a concentration of the problems impacting upon the commercial areas of the wider urban area. There are three main strands of activity which must be supported in terms of a range of access, safety, management, environmental positive measures to re-start the city's daily life and economy.

These are:

- **Employment** – provision to support commuters attending work
- **Retail** – supporting the re-opening of retail units by the provision of safe social distancing opportunities in the public space
- **Hospitality** – supporting the re-opening of the hospitality industry in the city by supporting social distancing and re-allocation of open space to facilitate safe activity.

The proposed measures will be targeted at welcoming users (workers, business, shoppers, visitors) back to the city centre.

### 6.1.1. Getting To The City Centre

Access to the city centre needs to be perceived as easy and safe, enabling workers, shoppers; and visitors to enter and use the city. The ability to commute to work must be accommodated, particularly given the reduced desire and opportunity to use public transport (bus and train). Employees, who need to access the centre to work, are likely to need to travel by a different mode, be that increased walking and cycling or by car.

The city centre strategy therefore needs to facilitate and accommodate all the available transport and active travel options, without having a detrimental impact upon the public transport sector. The strategy must, in partnership with public transport providers, ensure a safe environment at the transport interchanges (stations, bus stops and car parks).

Additional direction and marshalling of users (such as shoppers and visitors) will be an inevitable outcome of welcoming people back to the re-opened re-energised city centre.

**Public Realm** – it is essential that the key streets, public spaces and new spill out spaces allow social distancing, are safe, well connected, and present an attractive green environment appropriate in a capital city environment. Also, the strategy identifies a number of focal welcoming areas and larger 'spill out spaces' where there can be more managed and safe events, and socialising activity.

**Car Parking** – many of the existing city centre car parks will need to operate at a reduced capacity, primarily to enable people to leave and return to their cars in a safe manner, whilst using the stairs, or lifts. A combined (public/private) approach to the availability of city centre car parking is being developed. To support this a comprehensive network of park and ride facilities needs to be developed to manage car access away from the centre but allow easy walking/cycling/bus access for the 'last mile' of the journey.

**Walking** – the number of people walking in the centre will increase as restrictions are lifted and additional walking space will be provided to help people undertake their daily activities whilst maintaining safe social distancing. Within the city centre a number of walking measures and protocols are being developed (in tandem with local business operators). The walking strategy will be outlined below.

**Cycling & Cycle Parking** – improved cycleways are being introduced to access the city centre, such as the pop-up facility on Castle Street. It is important that there is a systematic network of 'pop up' routes into the city and local centres. There will be increased secure cycle parking facilities installed on-street within the city centre to encourage and facilitate increased cycle use by visitors. Local businesses are being encouraged to increase the amount of secure cycle parking within their properties for staff parking. We have an on-going dialogue with Nextbike about the location and availability of their cycles.

**Other (retail centres, arcades, transport interchanges)** – safe access to/from the shopping centres and arcades within the city centre is an essential part of the overall walking strategy. The strategy will include queuing areas to access the facility in a safe manner. These facilities will be integrated into the council's on-street strategy.

**Disability action groups** – in order to ensure that Cardiff remains accessible and that all groups are catered for, we are engaging with the city's disability groups. Equality impact assessments will be undertaken for all measures and we will work closely with disability groups to find positive solutions to any issues identified.

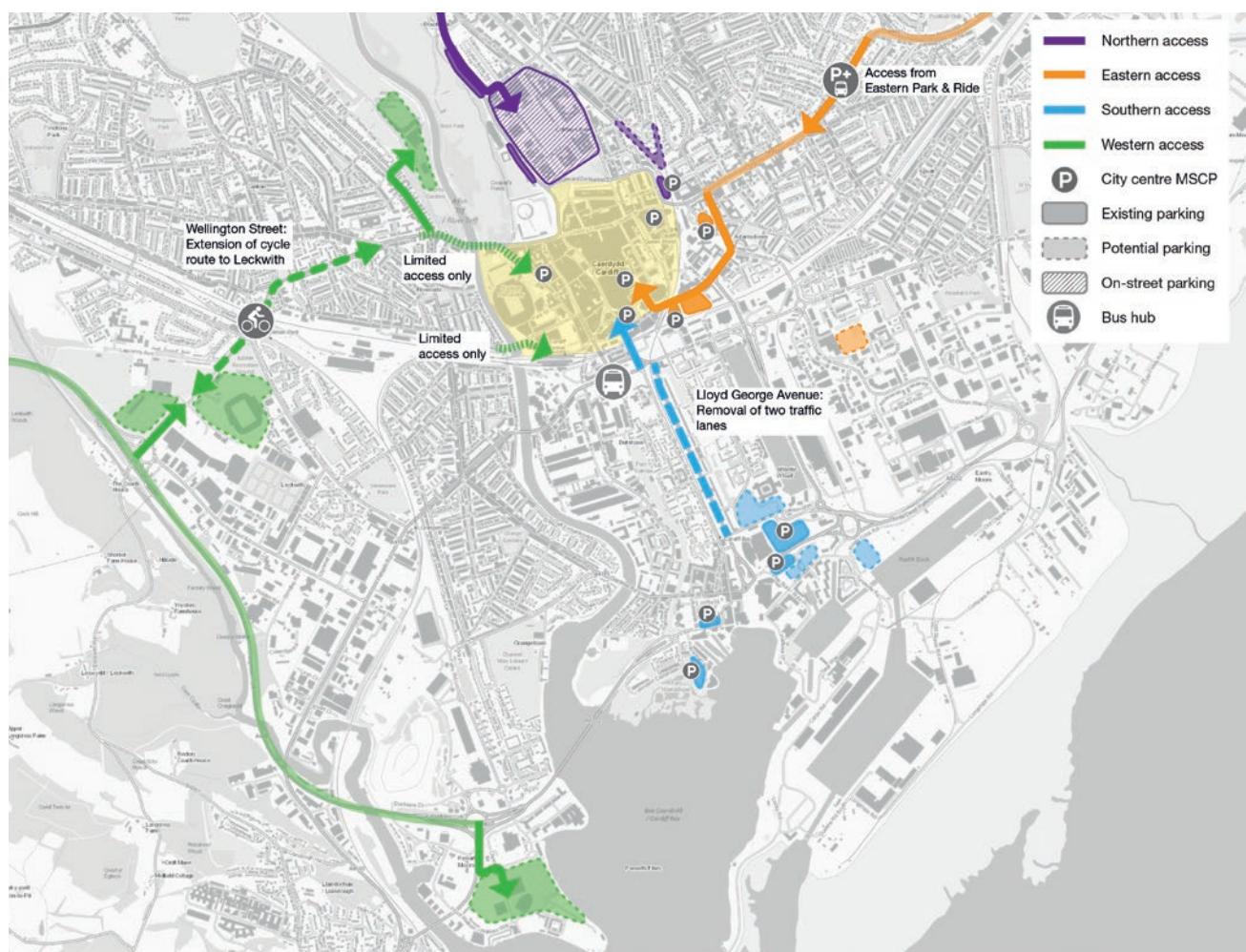
**Security** – all on-street security issues are being discussed/agreed with the police and security groups. The police have offered support to manage pedestrians and any social distancing issues.

**Dragon Heart Hospital** – a temporary hospital located at the Principality Stadium opened on the 13th April 2020 to help deal with the impact of the Covid-19 pandemic in Wales. Access will need to be maintained for its continued operation, and during the decommissioning phases.

### 6.1.2. City Centre Plan

**Accessing the City Centre** – there will be an integrated city network plan to ensure that people can effectively access the city centre via car, public transport and active travel. To enable this network plan to work the city centre will need to be put into a form of event mode. This will allow the limited city centre spaces to be used most efficiently to deliver all the need for city centre businesses for public movement, access, spill-out space and safe distancing. This new arrangement will need to be designed to allow it to be in place for the duration of the recovery period.

This arrangement will establish a managed cordon around the city centre allowing car access, and bus/active travel through movement. Detailed plans will follow.



**Street Hierarchy** – pedestrians within the city centre will need to follow signed/mark routes to facilitate movement at a safe social distance. A plan is being developed to cover all city centre streets, dependent upon footfall and the availability of safe (socially distanced) walking space.

- ||||| Pedestrianised street
- Pedestrian priority street
- Mixed mode street
- Gateway point
- Internal routes / arcades
- Long-term green loop



**One-way pedestrian movement** is proposed to ensure that the city centre operates within a safe environment. Pedestrians (shopper/workers/visitors) will be directed to follow a pre-designated route. There will be a series of one-way movements and identified places to reverse the direction of travel (a leap-frog point). A series of routes around the city centre is being developed taking account of the retail offer, transport hubs (bus stops, taxi ranks, stations & car parks).

- ★ New welcome gates (car & bike)
- Cycle parking
- ↔ One way loop
- Leapfrog point (change of direction)



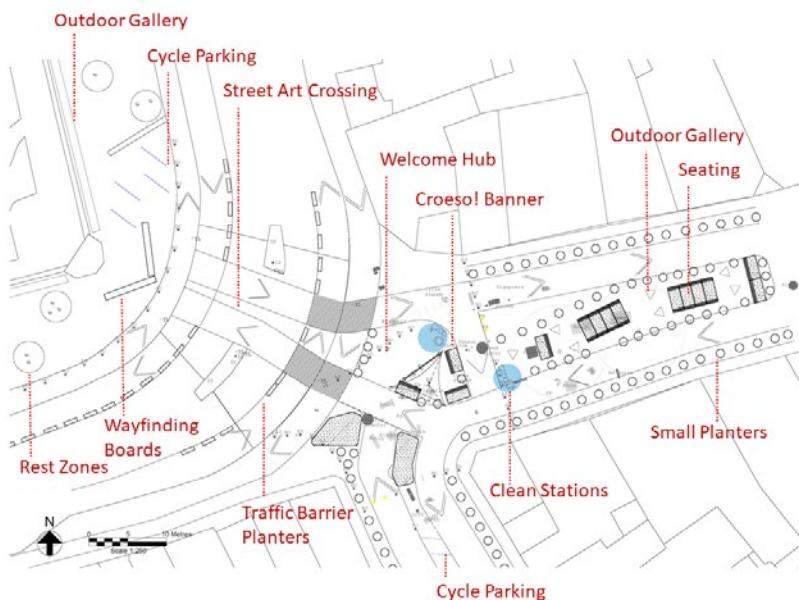
**Queues** – as each retail unit /shopping centre/arcade will only be able to operate in a safe manner by restricting the number of users at any one time, there will be an inevitable impact on the streets outside the shops. Designated queuing areas will be identified and marked on-street. There will need to be some (hot/cold/wet) weather protection for people queuing outside any of the attractions.

*Illustration of initial measures on St Mary Street*



Potential **conflict points & pinch-points** have been identified where pedestrian movement will need to be restricted to a one-way travel, or single file movement to ensure an adequate social distance can be achieved. These locations have been identified and are illustrated in the pedestrian movement plan.

**Welcome Points** – all visitors will need to understand how the city is working to help reduce the possibility of frustration, disorientation or fear. Publicity and communications will be part of the daily experience before, at entry, within and after leaving the city centre. Welcome points will be installed at the main pedestrian access points to the city. These points will offer information to the visitor on how the city centre works, how to visit in a safe way, how to reach particular destinations, a walking plan, hand washing facilities, cycle parking facilities and a member of staff to assist.

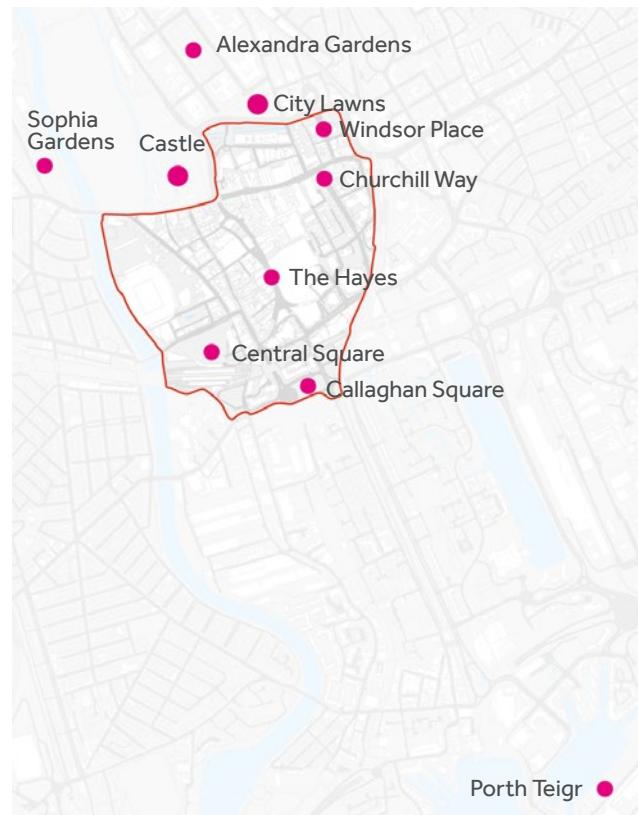


**Signing & street ambassadors** – will be provided throughout the city centre to assist visitors and re-enforce the information provided at the welcome point. There will be direction signing (both signs and floor markings), channels indicated on the floor showing queuing space outside shops, extended queuing space, walking channels and any other areas available for public use.

**Spill-out areas** – the location of possible spill-out areas to better facilitate the hospitality trade as the city's offer re-opens have been identified. These spaces can offer shared/dedicated outdoor seating space for restaurants. They will create an environment that is friendly and safe with active management to encourage positive behaviours and a welcoming atmosphere.

**City centre management** – we will continue to fully engage with the business community as the detailed plans are both designed and implemented on-street. This will enable us to make changes to any features which need improvement, or removal, to better facilitate the city's ability to function.

**Bus operators and bus stops** – whilst the bus services are currently operating in a reduced manner, it is anticipated restrictions may ease in the coming months which will increase capacity on buses. Any relocated bus stops will have bus boarders and shelters, and bus routing in the city centre may need to be amended to suit.



# 6. Key Recovery Measures

## *Part Two: A Safe Connected City*



## 6.2. A Safe Connected City

### 6.2.1. Introduction

We are proposing a range of measures throughout Cardiff to enable an integrated strategic approach across the city, to achieve the necessary social distancing and ensuring people's safety.

### 6.2.2. Local Centres

The Covid-19 lockdown has led to a welcome increase in people using shops in local and district centres. In many cases, pavements are not currently wide enough to enable social distancing and this is exacerbated by the need to queue outside shops.

It is important to introduce measures to ensure local centres can re-open for businesses, whilst ensuring safe access for the public. We will introduce a range of schemes throughout the city to ensure local and district centres can return to operating as soon as practical.

We will:

- Introduce a package of safety and greening/clean air measures in local and district centres such as pavement widening, cycle routes, street greening and more significant measures where practical and appropriate
- Implement 20mph speed limits to all local and district centres that are currently 30mph
- Roll out measures being currently piloted at Wellfield Rd to other local and district centres.

*Illustration of emerging temporary proposal for Wellfield Road*



### 6.2.3. Key Demand Centres: Parks/University

Facilitating space for socially distanced play is a key intervention for children and young people which would also help reduce pressures on the city's green spaces.

We will:

- Identify other key locations such as Parks, Universities and develop schemes to ensure social distancing, and effective access.

#### **6.2.4. Car Access**

As lockdown restrictions ease and people return to work, it is important that the transport system is managed in a way that enables social distancing and keeps people safe. Capacity on public transport is likely to be limited for several months and there would be negative impacts in terms of air quality, congestion and emissions if everyone chose to drive instead. Furthermore, 29% of households in Cardiff do not have access to a car or van meaning it is essential to provide safe and sustainable alternatives to public transport. This will largely be in the form of improving walking and cycling infrastructure to enable more trips, particularly shorter journeys, to be made by active modes.

We will:

- Implement a citywide speed awareness programme aligning with proposals to extend 20mph zones across Cardiff
- Identify and deliver a network of city car parks in new and existing locations to comprehensively manage in a sustainable way the need for car access. This would complement existing city centre car parks
- Integrate into all new and existing parking areas effective 'park and stride' and 'park and pedal' approaches to maximise public transport and active travel links to the city centre.

#### **6.2.5. Cycling**

There has been a significant increase in people cycling for both exercise and for essential journeys since the start of the lockdown. This is due to a combination of factors including advice to avoid public transport if possible and the newly quiet roads feeling safer and more attractive for cycling.

We will:

- Deliver a comprehensive network of 'pop-up' cycle ways linking city centre, local centres, major destinations, schools, and transport/demand hubs
- Provide additional cycle parking in key locations in the city centre and local centres
- Review the potential for creating 'park and pedal' sites.

### **6.2.6. Public Transport**

It is expected that public transport operators will start to increase the number of services as lockdown restrictions ease, returning towards pre-Covid-19 levels. However, it is likely that there will be a significant reduction in overall capacity on public transport because of the need to keep to social distancing rules.

Public transport operators and authorities such as Transport for Wales and Cardiff Bus will need to introduce measures to control use of their services and ensure safe operation. This could mean that overall capacity is reduced to only around 15% of pre-Covid-2019 capacity.

We will:

- Support public transport use by implementing safety measures, pavement widening, and, where relevant, more significant measures around key locations, train stations and bus stops
- Engage fully with public transport bodies and operators including Transport for Wales and Cardiff Bus
- Implement measures to mitigate loss of bus and rail capacity including walking and cycling schemes
- Install bus priority measures such as bus gates to maximise the capacity of buses by minimising journey times and ensuring reliability of services
- Introduce additional pavement widening adjacent to rail stations, where there are safety concerns.

### **6.2.7. Schools**

When schools re-open on 29 June, it is likely that start/finish times will be staggered and/or year groups will return incrementally. This will reduce the volume of students and parents outside the school gates at any one time. However, even with these strategies, additional space will be needed in some locations to facilitate social distancing and to prevent the need for vulnerable road users to step into the road.

We will:

- Implement targeted improvements, including pavement widening and more extensive measures, outside schools to enable safety and social distancing for pupils, staff and parents
- Introduce temporary 20mph limits on roads around schools where possible
- Consider temporary road closures at drop-off and pick up times.

### **6.2.8 Greening and Clean Air**

One of the major lessons from the Covid-19 Crisis has been the positive difference a cleaner and less congested environment has on the city. Many exemplars exist where cities have used the delivery of major benefits in air quality and city greening have major economic benefits as well as those related to healthy and wellbeing.

Where possible, planting will be introduced to streets to add interest. This is likely to be in the form of planters which can be easily moved if needed. Bold avenues of trees will be introduced with streets themed using different tree species. These will be complimented by lower level annual and permanent planting.

We will:

- Implement a strategy for environmental improvement in the city centre and local centres
- Ensure that the green environment and clean air considerations will be central and fully integrated into all the proposals that we will be taking forward
- Record air quality in key areas across the city to allow us to understand what impact the proposals have for air quality in the city
- Employ best practice.

# 7. Promotion and Publicity

We are seeking to implement a wide range of measures to safe and sustainable travel as lockdown restrictions are eased. It is essential that the roll out of these interventions is accompanied by targeted information and publicity. In addition, lessons learned from around the world show how grass-roots action groups and the third sector can play a key role in taking ownership of the initial strategies and drive positive change.

We will provide information about:

- What we are proposing to do
- Why particular measures are necessary
- Where and when they will be introduced.

Therefore, to support implementation of the infrastructure measures detailed above, we will deliver a programme of communications including:

- Information on programme content and timetable
- Publication of plans and proposals in accessible formats including Frequently Asked Questions, explainers and myth busting etc
- Travel information including 'how to guides'
- Information on highway network changes/public transport provision
- Campaign messaging to influence user behaviour (e.g speed awareness)
- News feeds with bulletins and good news stories etc – publicised across local and social media
- On-street user information provided by ambassador personnel e.g. the support Safe City Centre strategy
- Engagement with residents in the city centre who will have a different experience to those visiting.

# 8. Funding/Delivery

The safety of our residents is our prime concern and our highways and transport teams are prioritising the delivery of these measures while ensuring the safety and day to day operation of the network. Measures will be implemented in line with the phased approach set out in Section 8 of the strategy and all relevant teams are working closely together to quickly identify, design and safely implement interventions.

The initial focus will be on key safety measures such as reducing speed limits, raising awareness of the need to drive safely and footway widening. Interventions are likely to be made using cones, barriers and bolt down kerbs that can be installed and adjusted quickly.

Given the urgent need to implement safety measures, the usual level of public and stakeholder engagement may not be possible. However, most measures are intended to be temporary and will be under regular review, so they can be removed when no longer required.

Given the urgent need for intervention and the uncertainty around the lockdown and recovery, the timeline, measures and locations are likely to change and evolve over time.

## **Local Sustainable Transport Covid-19 Response Fund**

The Welsh Government has made grant funding available to local authorities to introduce temporary measures to improve the safety and conditions for sustainable and active travel<sup>4</sup>. Initial expressions of interest have been invited for funding for 'pop-up' measures that enable social distancing. These can include schemes such as footway widening, temporary cycle lanes, speed restrictions, and bus infrastructure improvements. Most measures are expected to be introduced on a temporary or experimental basis. However, where they are effective, should be introduced on a permanent basis. Measures are expected to be introduced from early summer.

We have submitted an expression of interest in the funding to implement the measures detailed in this strategy, as set out in Appendix B.

<sup>4</sup> <https://gov.wales/written-statement-funding-local-sustainable-transport-measures-response-covid-19>

# 9. Programme & Next Steps

As the lockdown measures are relaxed by the Welsh Government over the coming weeks, this will enable the city and local centres to begin re-opening, and we need to be ready to implement the changes outlined in this strategy. The strategy sets out the intended approach the council will take to support the re-opening of employment, retail and leisure.

This strategy sets out a programme allowing us to rapidly implement changes on-street to make the city both welcoming and safe. Some of the measures may look temporary in the first instance, but these will be developed to provide an improved cityscape in a short time. A number of the measures are likely to be adapted to give a more permanent appearance in the following months so that the city can fully function for the duration of the emergency, and into the recovery period.

In addition to schemes which have already been installed, such as Castle Street and Roath Park, more changes will be implemented over the next few weeks. This will include:

- Speed limits (more 20mph zones)
- The width of footways (pavements)
- More cycleways
- Manned city centre welcome points
- Demarcated pedestrian footways
- Queuing space
- Spill-out areas
- Changes to car parking; and traffic movement (including buses) around the city centre.

These changes are likely to include some measures that may be amended in the light of stakeholder engagement and the results of monitoring, but some will become longer-term depending on their success and the nature of the recovery.

It is possible that some of the changes work so well that they become a permanent feature of the new city and district centres.

# Appendix A

## Best practice case studies

### UK best practice

As outlined in the main report, many cities across the UK and globally are acting quickly to provide safe space for walking and cycling and to implement measures to support their cities recover from Covid-19. New plans and measures are being announced on almost a daily basis.

Best practice examples from across Europe and the UK are outlined in the main report. Some further best practice from the UK and the rest of the world are detailed below.

### London

#### Hammersmith and Fulham

The London borough of Hammersmith and Fulham have responded to feedback from residents by temporarily removing car lanes and widening footways to help with physical distancing in the busy shopping areas King Street and Uxbridge Road. Barriers and weighted cones have been installed to take roads down from two-lane to one-lane for vehicles to allow pedestrians to queue safely for essential supplies from food stores and pharmacies, and to pass each other while physically distancing.

Measures include:

- Green plastic road barriers in the carriageway to extend pedestrian space
- Physical distancing white markings on footways
- Partial closure of some loading bays
- Bus layby and bus stop closure (buses can still stop but will stop in the running lane, stopping following traffic).

*Figure 1: Footway widening scheme in Hammersmith and Fulham, London*



© Hammersmith and Fulham Council

#### Hackney

Hackney in London has suspended parking and closed its busy Broadway Market to through traffic to help residents and shoppers maintain social distancing. The measures were introduced following concerns raised by residents and the police that people were unable to socially distance on crowded pavements. Access for residents and deliveries to businesses has been maintained.

#### Liverpool

Liverpool City Council are investing £450,000 in outdoor spaces to create covered seating areas. The funding is targeted at local independent businesses to offset the loss of internal space due to the need to social distance. Liverpool is also planning to spend £2 million to create seven temporary cycle routes to boost active travel around the city centre.

## Brighton

Brighton and Hove Council closed Madeira Drive, a major seafront thoroughfare, to motor traffic to provide safe space for walking and cycling. The emergency measure was introduced in response to residents' concerns about the speed of motor traffic as well as the ability of people to socially distance. Madeira Drive is also near to the Royal Sussex County Hospital meaning that closing it to motor vehicles has created a safe route for NHS staff to walk and cycle to work. The Council are also considering closing other roads in the city.

*Figure 2: Madeira Drive in Brighton has been closed to motor vehicles.*



© ibikebrighton, Twitter

## International best practice

Initiatives are also being implemented across the world with many global cities such as Bogota, New York and Milan being ahead of UK cities in terms of the speed of implementing measures and the scale of ambition.

### Paris

Paris, where the average journey by vehicle is 2.5 miles, is accelerating the delivery of the "Plan Vélo" which aimed to make every street cycle-friendly by 2024. Paris plans to construct 650 kilometres of pop-up cycleways mirroring the metro network by the time lockdown restrictions are eased in France.

## Milan

Milan in northern Italy was hit particularly hard by the Covid-19 outbreak, which some scientists have linked to its high air pollution levels<sup>1</sup>. In response to the crisis, it is planning to introduce one of Europe's most ambitious schemes to reallocate road space to walking and cycling to protect residents as restrictions are lifted. The city is also aiming to fend off a resurgence in car use as residents return to work.

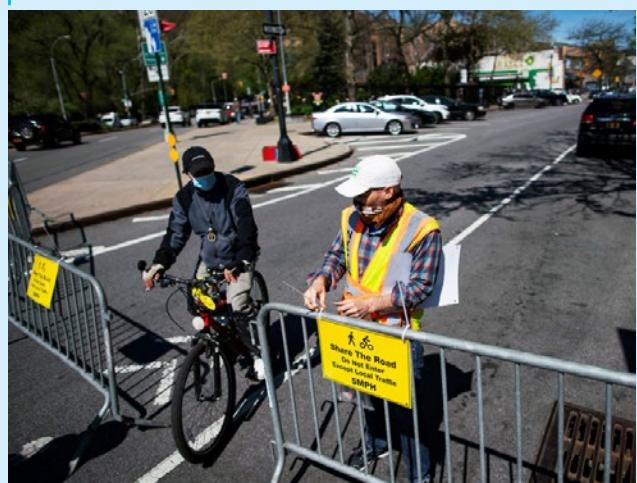
Milan's proposals include:

- Low-cost temporary cycle lanes
- New and widened pavements
- 30kph (20mph) speed limits
- Pedestrian and cyclist priority streets
- Filtered neighbourhoods.

## New York

New York is planning to close at least 40 miles of streets to motor traffic to give people better access to safe options for outdoor recreation, relieve pressure on crowded parks and expand space for pedestrians to socially distance. They plan to expand this to 100 miles of "open streets," largely near parks, as well as widened pavements and additional permanent bike lanes.

*Figure 3: Measures in New York City.*



© Eduardo Munoz, Reuters

<sup>1</sup> <https://www.theguardian.com/world/2020/apr/21/milan-seeks-to-prevent-post-crisis-return-of-traffic-pollution>

# Appendix B

## Proposed measures

In line with section 6 of the strategy, there will be a rolling programme of measures as we progress through the three phases of lockdown, restrictions being gradually lifted and then recovery. Below is the list of priority measures which will be taken forward first. This will be constantly reviewed and updated as the situation progresses.

### PART ONE: CITY CENTRE ACTIONS

Castle St pedestrian/cycle improvements and East-West Cycleway  (Already being delivered)	<ul style="list-style-type: none"> <li>• <b>Re-allocation</b> of road space to provide additional space for pedestrians and cyclists to enable social distancing, manage traffic volume and encourage essential journeys to be made by active modes.</li> <li>• <b>Phase 1:</b> Castle Street: Removal of single eastbound traffic lane between Cathedral Road and North Road/Boulevard de Nantes initially using traffic cones.</li> <li>• <b>Phase 2:</b> Replace cones with bolt down light segregation to re-allocate space to pedestrians and cyclists between the north end of Wellington Street through Castle Street, Boulevard De Nantes, Dumfries Place and Newport Road to Four Elms Road, Adamsdown.</li> </ul>
City Centre Safety Plan	<p>As a result of the Council's strategic overview of the business/user needs in the city centre the Council is proposing to:</p> <ul style="list-style-type: none"> <li>• Review the city centre and surrounding areas highway/transport and access arrangements to produce a <b>Strategic City Centre Access Plan</b> to support a durable 'event mode' arrangement in the city centre. However, to ensure that this may be in place for a number of month's access arrangements for all modes / existing parking areas/taxis etc. will be supported, whilst ensuring a safe high quality environment.</li> <li>• An effective network of new and existing car parking areas with parking and ride/ stride/pedal arrangements</li> <li>• New popup cycle ways connecting surrounding areas into and across these new arrangements</li> <li>• Access to and management of public transport (buses, trains, taxis)</li> <li>• Where necessary one-way vehicular traffic routes, bus gates and priority measures</li> <li>• Identification of key new and existing public / spill out spaces</li> </ul> <p>Within the new Event Mode City Centre there will be a detailed <b>City Centre Pedestrian Public Realm Plan</b> to layout in an effective manner safe movement/access arrangements:</p> <ul style="list-style-type: none"> <li>• Introduction of pedestrian flow management system with vehicle restricted areas using barriers, way marking</li> <li>• One-way pedestrian systems</li> <li>• Footway widening using bolt down kerbs to facilitate social distancing</li> <li>• Directional and information signing</li> <li>• On-street markings</li> <li>• The creation of major new spillout spaces, including: <ul style="list-style-type: none"> <li>• Cardiff Castle – Covered outdoor dining space utilising Yeollo App with supporting entertainment events</li> <li>• The Hayes – Covered outdoor dining space utilising Yeollo App with street animation</li> <li>• Churchill Way (Queen Street end) - Covered outdoor dining space utilising Yeollo App with street animation</li> <li>• Castle Street – reduction in traffic to utilise space on the highway to provide additional space for businesses to extend into the street</li> <li>• Mill Lane – simple road closure to provide additional space for businesses to extend into the street</li> <li>• Lower St Mary Street – reduction in traffic to utilise space on the highway to provide additional space for businesses to extend into the street</li> </ul> </li> <li>• Systematic public realm enhancements including greening, planters, parklets, spill over areas, cycle parking</li> <li>• Bus pads to enable safe passenger bus boarding/alighting</li> <li>• Publicity/flyers</li> <li>• Shelter for pedestrians</li> </ul>

**PART ONE: CITY CENTRE ACTIONS****City Centre Operational Management**

Need to create an environment that is safe, socially distanced, well managed and welcoming, that highlights what people 'can-do' as opposed to what they 'can't-do' to establish a return of footfall to the main urban centres. Operationally this will be supported in the following ways:

- Ambassadors and welcome points
- Management of pedestrian queues
- Street cleansing and waste management
- Police and security resourcing, and control of anti-social behaviour
- Licensing and management of tables and chairs
- Health and Safety, sanitation and wellbeing protocols
- Car parking management
- Management of cycle parking
- Servicing and deliveries
- Promotion of measures to spread demand throughout the day

## PART TWO: WIDER CITY ACTIONS

Speed awareness signage and 20mph limits on key routes including routes through district and local centres to improve public safety.	<p>This project focusses on managing vehicle speeds, to improve public safety. As lockdown lifts, walking and cycling will become increasingly important for essential journeys. Reducing vehicle speeds will make an important contribution to making the public safer when travelling by active modes. It will also help to reduce the risk of injury collisions which would negatively impact on NHS capacity. The project involves:</p> <ul style="list-style-type: none"> <li>• Introduction of temporary speed awareness signage</li> <li>• Introduction of 20mph limits on key routes through district and local centres by way of Temporary Traffic Regulation Orders</li> <li>• Monitoring of vehicle speeds</li> <li>• Targeting communications and messaging to encourage slower speeds and careful driving via social media</li> </ul>
District and Local Centre footway/social distancing and public realm improvements – up to 15 locations	<p>This project will focus initially on <b>Wellfield Road in Plasnewydd</b>. This will serve as a pilot to test interventions which will then inform the design/implementation and future adjustment of measures to be rolled out across other district and local centres. Implementation in other local and district centres will be subject to further engagement with local ward members to finalise extent of measures required.</p> <p>Each individual project will combine functional interventions to facilitate safety and social distancing with public realm improvements. These measures will enhance the greening / amenity of each location thus helping to attract footfall, while providing the safeguards necessary to ensure public safety. The measures are likely to include:</p> <ul style="list-style-type: none"> <li>• Removal of car parking and re-allocating road space by providing additional segregated space for pedestrians including spill over areas</li> <li>• Widening of footways with the introduction of bolt down kerbs</li> <li>• Public realm improvements, including, the introduction of greening features, planters and parklets</li> <li>• Provision of temporary pedestrian crossings, where required</li> <li>• Potential introduction of one-way vehicle routes</li> <li>• Provision of cycle parking</li> </ul>
Measures to support safe access to Citywide Focal Areas	<p>In addition to measures associated specifically with the city and local centres there are a range of measures related to key trip generators/destinations across the city such as busy parks, hospitals, higher education institutions, public transport railway stations and hubs. It is proposed that in these locations we will assess the introduction of a range of measures including:</p> <ul style="list-style-type: none"> <li>• Introduce a pilot to support increased student access to Cardiff University Campus and Cathays St. by potentially bus-gating measures on <b>Park Place</b> and consider the potential at other locations.</li> <li>• Removal of car parking and re-allocating road space by providing additional segregated space for pedestrians including spill over areas</li> <li>• Widening of footways with the introduction of bolt down kerbs</li> <li>• Public realm improvements, including, where possible, the introduction of greening features</li> <li>• Provision of temporary pedestrian crossings, where required</li> <li>• Potential introduction of one-way vehicle routes and bus gates</li> <li>• Provision of cycle parking</li> <li>• Plus other safety measures.</li> </ul>

## PART TWO: WIDER CITY ACTIONS

A Network of Pop up Cycleways	<p>As a result of the significant negative impacts that Covid safety will have on public transport capacity it will be essential to support and encourage all forms of active travel. A safe segregated network of cycle routes, that of necessity will be of a 'pop up' nature, will be needed to <b>connect the city centre to local centres and all other key destinations</b>. This will require proactive planning, full engagement and implementation, using lines, signs, and bolt down technology to enable this network to be established quickly and to the appropriate safety design standards. This will be a city-wide process. These proposals will include:</p> <ul style="list-style-type: none"> <li>• <b>North Road</b> – segregated two-way cycle lane along North Road between ambulance depot access and Parkfield Place junction to provide an alternative route for cyclists during construction of WG-funded cycling scheme North Road Phase 2 (currently closed to enable contractors to observe social distancing)</li> <li>• <b>Splott-Taff Trail/Penarth Road</b> – segregated temporary two way cycle lane cycling facility between Splott and Taff Trail via Tyndall Street and Penarth Road</li> <li>• <b>Lloyd George Avenue</b> – re-allocated road space for use as a temporary segregated cycle lane with access for pedestrians linking the Bay to City Centre – this will align with Bay Park &amp; Stride/Pedal arrangements</li> <li>• <b>James Street, Butetown</b> – segregated cycle lanes along James Street between Taff Trail and junction with Bute Street using light segregation bolt down kerbs and wands</li> <li>• <b>Roath Park</b> – one-way traffic and a segregated cycle route through Roath Recreation Ground &amp; Roath Park corridor</li> <li>• <b>Other opportunities</b> – identify other segregated cycle routes in collaboration with local members and stakeholders.</li> </ul>
Measures to support safe access to Schools	<p>Focus on priority list schools with most severe constraints (t.b.c)</p> <ul style="list-style-type: none"> <li>• Prepare for schools to reopen at the end of June</li> <li>• Re-allocation of road space with temporary segregation</li> <li>• Pavement widening using temporary bolt-down kerbing etc</li> <li>• Temporary 20mph limits</li> <li>• Temporary closures at drop-off and pick up times</li> <li>• Support of Active Travel Schools team to promote active travel.</li> </ul>
City Centre and Local Centres Cycle Parking	Up to 200 additional cycle parking units in City Centre and local district centre locations
Covid19 Transport Recovery Plan – Promotion & Publicity	<p>It is essential that the roll out of these interventions is accompanied by targeted information and publicity. This is necessary to provide information about:</p> <ul style="list-style-type: none"> <li>• what the Council is proposing to do</li> <li>• why particular measures are necessary</li> <li>• where and when they will be introduced.</li> </ul> <p>Therefore, to support implementation of the infrastructure measures detailed above, the Council will deliver a programme of communications including:</p> <ul style="list-style-type: none"> <li>• Information on programme content and timetable</li> <li>• Publication of plans and proposals in accessible formats including Frequently Asked Questions, myth busting and explainers</li> <li>• Travel information including 'how to guides'</li> <li>• Information on highway network changes/public transport provision</li> <li>• Campaign messaging to influence user behaviour (e.g. speed awareness)</li> <li>• News feeds with bulletins and good news stories etc. – publicised across local and social media</li> <li>• On street user information provided by ambassador personnel.</li> </ul>

# Appendix C

## Materials palette

A range of materials and products are proposed which will vary depending on the measure, availability and context. Below are some examples.

### Signage



© Cardiff Council

We will use temporary signs and variable message signs across the city to encourage safe driving and to advise about reduced speed limits on some roads.

### Plastic barriers and cones



© willnorman twitter

Plastic barriers or even cones may be used for the most urgent interventions as well as where flexibility is experimentation is needed such as where footways need widening in district centres. These may be upgraded to more robust measures if needed.

### Bolt down kerbs



Bolt down kerbs and other "light segregation" measures will be installed where more protection is required such as on our cycleways.

### Planters



Large planters and other temporary street furniture could be used to provide traffic calming or prevent rat running to make residential streets and streets around schools safer for people playing, walking and cycling.

### Bus gates



Similar to bus lanes, bus gates are stretches of road that are only open to buses, cycles and sometimes taxis. They are highlighted with signage and can be enforced using rising bollards or cameras. Bus gates improve the punctuality and reliability of buses and can improve safety for people walking and cycling by reducing the amount of traffic on streets.

## Parklets



© Cyclehoop

Parklets provide more space for people to stop, play, sit and rest and can also provide greenery, art and cycle parking. During the recovery phase, parklets may provide an opportunity to provide additional safe space for people, particularly outside cafes, bars and restaurants.

## Cycle parking



© PlantLock, Front Yard Company

Attractive bolt down cycle parking is a quick way of installing the additional cycle parking that will be needed.

# Appendix D

## Stakeholders

Discussions have been had with the following stakeholders:

City Centre Consultation	Hospitality Sector	Employers	Retail
City Centre Management Team	National Museum for Wales	Cardiff University	St David's Centre
FOR Cardiff	Clayton Hotels	South Wales University	Queens Arcade
South Wales Police	Holiday Inn Hotels	Cardiff & Vale College	Capitol Centre
Transport for Wales	SA Brains public houses	Royal Wales College of Music & Drama	Morgan Arcades
Bus operators	Public House Licencing	Admiral	John Lewis
NCP	Creative Hospitality Group	Acorn	Rugby Shop
	200 Degrees	Optimum Credit	Mermaid Quay
	Cardiff Music Board	Wales Development Bank	Brogue Trader
		Capital Law	Land Securities
		Marsh Commercial	Hacker Limited
		CPS	

# ARUP



Tudalen 206