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## AGENDA

**Pwyllgor** PWYLLGOR CRAFFU'R ECONOMI A DIWYLLIANT

**Dyddiad ac amser y cyfarfod** DYDD LLUN, 13 RHAGFYR 2021, 4.30 PM

**Lleoliad** CYFARFOD O BELL - TEAMS

**Aelodaeth** Cynghorydd Howells (Cadeirydd)  
Y Cynghorwyr Henshaw, Gordon, Gavin Hill-John, Lay, Parkhill,  
Robson, Sattar a/ac Stubbs

Tua  
Amser.

### 1 Ymddiheuriadau am Absenoldeb

Derbyn ymddiheuriadau am absenoldeb.

### 2 Datgan Buddiannau

I'w gwneud ar ddechrau'r eitem agenda dan sylw, yn unol â Chod Ymddygiad yr Aelodau.

### 3 Cofnodion *(Tudalennau 1 - 6)*

Cymeradwyo cofnodion y cyfarfod a gynhaliwyd ar 16 Tachwedd 2021 fel gwir gofnod.

### 4 Diweddariad Porth y Gorllewin *(Tudalennau 7 - 22)*

4.30 pm

*Briffio Swyddogion.*

### 5 Adroddiad Monitro GLL *(Tudalennau 23 - 36)*

5.05 pm

*I'r Aelodau gyflawni gwaith craffu monitro.*

### 6 Adolygiad Hamdden Archwilio Cymru - Y Diweddaraf *(Tudalennau 37 - 70)*

5.35 pm

*I Aelodau gyflawni gwaith craffu monitro*

- 7      **Adolygiad Dysgu Oedolion yn y Gymuned/ Dull o ariannu gwasanaethau Cyngor i Mewn i Waith: Craffu cyn penderfynu - I ddilyn**      5.45 pm

*I'r Aelodau graffu cyn penderfynu ar yr adroddiad i'r Cabinet*

**Egwyl - 5 munud**

- 8      **Blaenraglen Waith Ionawr - Mawrth 2022** (*Tudalennau 71 - 74*)      6.35 pm
- 9      **Bargen Ddinesig Prifddinas Ranbarth Caerdydd – Pwyllgor Trosolwg a Chraffu ar y Cyd Update** (*Tudalennau 75 - 80*)      6.40 pm
- 10     **Gohebiaeth** (*Tudalennau 81 - 84*)      6.45 pm
- 11     **Eitemau Brys (os oes rhai)**
- 12     **Y Ffordd Ymlaen**      6.50 pm
- 13     **Dyddiad y Cyfarfod Nesaf – 19 Ionawr 2021 4:30pm**

**Davina Fiore**

**Cyfarwyddwr Llywodraethu a Gwasanaethau Cyfreithiol**

Dyddiad: Dydd Mawrth, 7 Rhagfyr 2021

Cyswllt: Andrea Redmond, 02920 872434, a.redmond@caerdydd.gov.uk

## **GWE-DARLLEDU**

Caiff y cyfarfod hwn ei ffilmio i'w ddarlledu'n fyw a/neu yn olynol trwy wefan y Cyngor. Caiff yr holl gyfarfod ei ffilmio, heblaw am eitemau eithriedig neu gyfrinachol, a bydd y ffilm ar gael ar y wefan am 12 mis. Cedwir copi o'r recordiad yn unol â pholisi cadw data'r Cyngor.

Gall aelodau'r cyhoedd hefyd ffilmio neu recordio'r cyfarfod hwn

Ar ddechrau'r cyfarfod, bydd y Cadeirydd yn cadarnhau a gaiff y cyfarfod cyfan neu ran ohono ei ffilmio. Fel rheol, ni chaiff ardaloedd y cyhoedd eu ffilmio. Fodd bynnag, wrth fynd i'r ystafell gyfarfod a defnyddio'r ardal gyhoeddus, mae aelodau'r cyhoedd yn cydsynio i gael eu ffilmio ac y defnyddir y lluniau a recordiadau sain hynny o bosibl at ddibenion gwe-ddarlledu a/neu hyfforddi.

Os oes gennych gwestiynau ynghylch gwe-ddarlledu cyfarfodydd, cysylltwch â'r Gwasanaethau Pwyllgorau ac Aelodau ar 02920 872020 neu e-bost [Gwasanethau Democraidd](#)

Mae'r dudalen hon yn wag yn fwriadol

ECONOMY & CULTURE SCRUTINY COMMITTEE

16 NOVEMBER 2021

Present: Councillor Howells(Chairperson)  
Councillors Henshaw, Gordon, Gavin Hill-John, Lay, Parkhill,  
Robson and Sattar

39 : APOLOGIES FOR ABSENCE

Apologies had been received from Cllr Stubbs and Eshaan Rajesh

40 : DECLARATIONS OF INTEREST

Cllr Henshaw declared a personal interest in item 4 as her daughter has a business in Cardiff Market.

41 : MINUTES

The minutes of the meeting held on 12 October 2021 were agreed as a correct record.

42 : RECOVERY ENGAGEMENT UPDATE

Members were advised that this item enabled Committee to receive an update on the key themes emerging from engagement with the public and city stakeholders on the draft City Recovery & Renewal Strategy, which Committee scrutinised earlier this year. The update provides Members with an opportunity to input their views into the way forward, ahead of a report to Cabinet later in the year.

The Chairperson welcomed Cllr Huw Thomas – Leader; Neil Hanratty – Director of Economic Development and Jon Day – Operational Manager – Economic Policy to the meeting.

The Chairperson invited the Leader to make a statement after which Members received a presentation from Officers and were invited to ask questions and make comments/observations.

Members were pleased to receive an informative and interesting presentation.

Members referred to the push for Bus use and asked whether the balance was right between Active travel and bus use and if the Highways Team are kept up to date with changes in the City Centre. The Leader explained that there was a Bus Strategy currently out for consultation, the Highways team and Cabinet meet with Cardiff Bus regularly to look at the City centre changes; he also added that there would be an announcement shortly around how the Council can help buses more broadly for the lead up to Christmas.

Members asked about the Population Charts and sought confirmation that the population had fallen by 2000 since 2004. Officers explained it was an Annual

Population Survey which was a measure of employment and there had been a mistake with the labelling of the chart.

With reference to the City of Villages, Members noted this was a new concept for the Council and asked what work was being done to see what this would entail for the provision of services in different areas of the City to meet the different needs of its communities. Officers added that district works were being looked at and they very much recognise that a different approach was needed in different areas of the City.

Members considered that there was poor 5G coverage in parts of the City and asked what was being done about this to ensure that Cardiff was a tech City. The Leader considered that there was very good 5G coverage and that 98% of the City had 4G coverage. Figures for 5G coverage could be provided to Members if required.

Members were pleased to see that green spaces and public realm in the City were being protected and new ones developed.

Members were concerned about the closure of a part of Bute Park for the Bute Park Christmas Lights, as this means that a commute route for pedestrians would not be able to be used. Members were advised that there should be diversion routes in places and they were not aware of any issues, however they would go back and check to ensure pedestrians have access.

Members considered that there should be more visible information in Central Square informing people when/where the bus station would be.

Members sought assurance that there was enough Wheelchair Access being provided; the Leader explained that correspondence had been received from the public on this as there was concern around loss of disabled parking. He gave assurance that they are looking to expand the provision.

A discussion took place around cleanliness across the City. The Leader explained that cleanliness as a measure is a KPI embedded in the Corporate Plan. There would be additional funding from the FRM to bolster the blitz cleansing teams. Officers added that there would also be a restructure in the cleansing team, including a 4 day week and cleaning after waste collections, so this was an area of focus.

Members noted the issue of staffing in the hospitality industry and asked what the Council could do to support the sector. The Leader stated that there was a whole host of initiatives such as Into Work Services, a joint recruitment event between FOR Cardiff and the hospitality sector, Cardiff Commitment linking employers to schools and much more partnership working; however he added that the industry could do more to help itself by looking at pay levels and becoming a real living wage employer.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 43 : OLD LIBRARY & NORWEGIAN CHURCH - TO FOLLOW

Members were advised that this item was to undertake pre-decision scrutiny of a report to Cabinet that proposes changes to the way the Old Library is used and the way the Norwegian Church is managed. The report seeks Cabinet authority to lease the Old Library to the Royal Welsh College of Music & Drama. It also seeks authority to write off outstanding debt of the current Norwegian Church Charitable Trust, and to delegate authority to transfer the Trust to the newly established Norwegian Church Cardiff Bay Charity and then wind up the Trust.

The scope of the scrutiny was to examine these proposals, whether there are any risks to the Council, the financial implications for the Council and the next steps. Committee's comments, observations and recommendations will be sent to the Cabinet ahead of Thursday's meeting.

The Chairperson welcomed Cllr Bradbury – Cabinet Member for Culture & Leisure; Cllr Goodway – Cabinet Member for Investment & Development; Neil Hanratty – Director of Economic Development; Kathryn Richards – Head of Culture, Venues, Tourism & Events; Jon Day – Operational Manager – Economic Policy and Dr Martin Price, the Chair of the newly established charity Norwegian Church Cardiff Bay – to the meeting.

The Chairperson invited the Cabinet Members and Dr Price to make statements after which Members received a presentation from Officers and were invited to ask questions and make comments/observations.

In relation to the Old Library, Members referred to the 120k income from the commercial unit and that despite this there was still a deficit and asked if a review date should be set now for the proposed peppercorn rent. Officers explained that they are negotiating with the Royal College about an early break in the lease to give an opportunity to review before any major investment is made in the building. The peppercorn rent is based on Royal College taking on all the inside and outside maintenance which is significant.

In relation to the Norwegian Church, Members noted the 122k debt write off as at March 2021 and asked if this should be capped before the transfer is made. Officers explained that this amount wouldn't have moved much as the Church has been closed but this would all be clarified in the report.

Members sought clarification on why the Hotel bid was not considered for the Old Library, Officers explained it was a very high level bid, more of an expression of interest and not enough detail.

Members asked why the debt was being written off for the Norwegian Church when money would have to be spent on it to bring it up to standard before it transfers. Officers explained that the debt was an accumulation of operating debts, the new charity wouldn't be able to operate if they took it on, but they will now take on future maintenance and secure the future of the building.

Members asked if the access to the Old Library would be kept. Officers said it would, there would be an opportunity to engage with the public more, there would be some facilities in there to encourage the public inside, such as tourist leaflets.

Members noted that the charity had developed a business case and asked for their initial thoughts. Dr Price stated that they would focus on Heritage and History; Arts; Community Venue and relaunch the Café with a Norwegian theme, foods etc. He added that they would build on links between Cardiff and Norway; links with Hordeland and links between the Urdd and Norwegian Youth Organisations.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 44 : MUSIC STRATEGY UPDATE

Members were advised that this item provided Committee with an update on what has been delivered so far regarding the Music Strategy and what the proposed next steps are. Members had the opportunity to input their views into the way forward ahead of a report to Cabinet in the winter.

The Chairperson welcomed Cllr Bradbury – Cabinet Member for Culture & Leisure; Jon Day – Operational Manager – Economic Policy and Ruth Cayford – Creative Industries & Culture Manager, to the meeting.

The Chairperson invited the Cabinet Member to make a statement after which Members received a presentation from Officers and were invited to ask questions and make comments/observations.

Members noted that when Committee had looked at this initially there had been a focus on it being a whole City approach and asked about engagement with local groups/choirs/pubs/artists etc. across the whole City. Officers explained that during the pandemic the main focus had been getting venues back up and running, however they stated that engagement with local groups had been positive and gave examples of work that had been done including the kitting out of Butetown Pavilion and Talent Development Programmes in Splott, Riverside and Canton. As well as this Officers explained that they supported independent musicians across the whole of Cardiff; they have providing Freelancer grants and built relationships through the pandemic, Cardiff wide.

Members asked about engagement with the Police about a more equitable way to get more music genres to venues across the city. The Cabinet Member explained that he has raised this with South Wales Police and the Licensing Officers and he agreed that profiling was not appropriate; there is a live music safety forum who consider they have addressed most of the concerns but would keep a focus on it going forward.

Members discussed venue access issues for musicians having to carry their equipment, particularly for City Centre venues where they are unable to park and unload and asked what work was being done to address this. Officers explained that this was one of the principles of the Board, they were having discussions across the



sector and Council, via the City Recovery Working Group, and balancing what needs to be done with Health and Safety. They would also look at future designs.

AGREED: that the Chairperson, on behalf of the Committee, writes to the Cabinet Member conveying the observations of the Committee when discussing the way forward.

#### 45 : REPLACEMENT LDP JOINT TASK & FINISH GROUP - DRAFT TERMS OF REFERENCE

Members were advised that this report was for noting. At the last Committee Meeting Cllr Robson had expressed an interest to sit on the group. The group had met and set its Terms of Reference, which were being taken to the Environmental Scrutiny Committee, as the host committee, for formal agreement. The focus now would be the next stage of the RLDP and Strategic Options, how they address key issues as set out in the visions such as One Planet Cardiff. Focus would also be on understanding proposed engagement of under represented groups in the consultation; understanding the current projections re growth and how this fits with regional planning as it comes through. The next meeting of the group would be on 22 November 2021 followed by a series of meetings which will culminate in a report being agreed in February and going to Cabinet in March.

#### 46 : CORRESPONDENCE REPORT

Members were advised that a response was still awaited from Cllr Wild on the Committee Chairs joint letter on the Replacement Local Development Plan. All other correspondence was up to date.

Members noted that a response had been received from Cllr Goodway to Committee's public letter on James Street and the workshop improvements. Cllr Goodway had confirmed that the original intent had been to revamp the workshops but they had received more financial advice around the VAT status and officers were working to see if tenants could move into the ground floor units as a transition while the improvements are undertaken in their absence.

#### 47 : URGENT ITEMS (IF ANY)

None received.

#### 48 : DATE OF NEXT MEETING - 13 DECEMBER 2021

The meeting terminated at 6.45 pm

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**13 DECEMBER 2021**

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**WESTERN GATEWAY: OFFICER BRIEFING**

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**Purpose of the Report**

1. To provide background information to Members to aid their scrutiny of the officer briefing report, attached at **Appendix A**, regarding the Western Gateway. A report on this matter is due to be considered by Cabinet at their meeting on 16 December 2021.

**Scope of Scrutiny**

2. At their meeting on 16 December 2021, the Cabinet will consider a report that provides an update of progress with the Western Gateway partnership and associated projects and seeks cabinet approval to continue to participate in the partnership, with a focus on the policy priorities set out in the paper, and to approve an annual financial contribution of £10,000.
3. During this scrutiny, Members can explore:
  - i) The policy priorities for the Western Gateway
  - ii) The fit between the above and those of Cardiff Council
  - iii) Partnership working of the Western Gateway
  - iv) Financial implications for Cardiff Council
  - v) Whether there are any risks to the Council
  - vi) The timeline and next steps for delivering proposed projects
  - vii) The proposed recommendations to Cabinet.

**Background**

4. The Western Gateway Partnership covers the council areas of Cardiff, Bristol, Newport, Swansea, Gloucestershire, South Gloucestershire, North Somerset, Bath and North-East Somerset, Swindon, and Wiltshire as well as the Cardiff

Capital Region City Deal and West of England Combined Authority. It brings together the Welsh and UK Governments, local authorities, city regions and Local Enterprise Partnerships (LEPs). Its purpose is to boost economic productivity, improve transport and digital connectivity, and lead the UK's green transition. It acts as a convener, bringing together actors across the region to tackle collective challenges and opportunities at scale.

5. In November 2019, the UK Government announced £400k of start-up funding to help kickstart the new 'Western Gateway' partnership, together with a related future 4-year funding commitment. Katherine Bennett CBE, then Senior Vice-President of Airbus UK was appointed as the first Chair of the Western Gateway.
6. The Western Gateway is led by a Partnership Board, where each member has one equal vote. Membership is comprised of:
  - a. An Independent Chair;
  - b. Leaders of the following public authorities: Bath & North East Somerset, Bristol, Cardiff, Cardiff Capital Region, Gloucestershire (plus one District Council representative), Newport, North Somerset, South Gloucestershire, Swansea, Swindon, West of England Combined Authority and Wiltshire.
  - c. Two representatives from universities in the Western Gateway area;
  - d. Up to three representatives from businesses in the Western Gateway area, appointed via a public appointment process; and
  - e. Chairs of the following LEPs: Gloucestershire First LEP, Swindon & Wiltshire LEP, West of England LEP.
7. The Cardiff Capital Region (CCR) recently reaffirmed its commitment to the Western Gateway partnership at the CCR Cabinet meeting in November 2021.
8. The Western Gateway Secretariat function is hosted by South Gloucestershire Council, which is the Accountable Body for the partnership. The Western

Gateway has recently appointed a Director to lead the partnerships work and engagement programme, supported by a small policy and communications team.

9. In July 2019, the 'A Powerhouse for the West' report, commissioned by Cardiff, Newport, and Bristol Councils, was published and launched at an event held at the House of Commons. The report highlighted the following:
  - i) Expanding the Western Gateway, from the original core of Cardiff, Bristol and Newport to a wider region connected from Swindon to Swansea, would create the size and scale needed to compete with the Northern Powerhouse and Midlands Engine areas.
  - ii) The area has significant and complementary sector strengths in advanced manufacturing and engineering, cyber, green energy, fintech and creative industries.
  - iii) There is a need to push for significant levels of Government funding and investment in infrastructure, comparable with those given to the Northern Powerhouse and Midlands Engine areas, to avoid becoming relatively less well-connected.
  - iv) Transport links and connectivity are key to enhancing labour supply, labour market matching, labour productivity and knowledge spillover.
  - v) The Western Gateway region is losing out in terms of foreign direct investment, compared to the Northern Powerhouse and Midlands Engine, as it lacks a co-ordinated approach to internationalisations and its own trade missions to key global markets.
  - vi) The Severn Estuary brings an important opportunity for economic growth and decarbonisation as it has high potential for renewable energy generation via tidal power.
  
10. In November 2021, the UK Government published Sir Peter Hendy's independent Union Connectivity Review, which advised the UK Government to support measures to reduce congestion on the M4 and provide targeted improvements at the junction of the M4/M5. The report also recommends that the UK Government develops a package of railway improvements to increase connectivity and reduce

journey times between Cardiff, Birmingham and beyond. The report also proposes upgrading and building new stations on the existing South Wales mainline.

11. The UK Government responded to the report by underlining their commitment to better transport connections between Wales and the rest of the UK and inviting the Welsh Government to work collaboratively with them on projects.<sup>1</sup>

12. In November 2021, the UK Government announced the next stage of the Contracts for Difference Scheme will include £20million per year ringfenced for Tidal Stream electricity projects across the UK. The scheme opens for bids on 13 December 2021.<sup>2</sup>

### **Issues identified in the Officer Briefing Report**

13. The Western Gateway commissioned Deloitte to undertake an Independent Economic Review to provide further evidence and identify key priorities for cross-region action; this was published in Autumn 2021. At **point 11** of the officer briefing report, it states that following this, the Western Gateway will focus activity on:

- i. NetZero – Decarbonising Energy Generation
- ii. Strategic Connectivity
- iii. Innovation
- iv. Inward Investment.

14. The officer briefing report states that the workstreams of particular significance to Cardiff Council are the two relating to unlocking the tidal energy potential of the Severn Estuary and securing investment into the strategic rail infrastructure linking Cardiff to other Core Cities and London. Further details of these are provided at:

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<sup>1</sup> [Union Connectivity Review plans overhaul to Welsh transport | Office of the Secretary of State for Wales | Official Press Release \(wired-gov.net\)](#)

<sup>2</sup> [UK Government announces biggest investment into Welsh tidal power | Department for Business, Energy & Industrial Strategy | Official Press Release \(wired-gov.net\)](#)

- i. **Points 13-15** – Severn Estuary
- ii. **Points 16-22** – Strategic Connectivity.

15. The main points to note re the Severn Estuary work are:

- i. The changing landscape of the climate emergency, energy insecurity, rising costs, and rapid technological improvements indicate that many of the previous policy, cost, and environmental barriers to tidal energy in the Severn Estuary may no longer be as significant
- ii. In October 2021, the Western Gateway Partnership Board agreed to establish an Independent Commission on the potential re tidal energy of the Severn. The Leader of Cardiff Council was nominated to lead this initiative; a stakeholder round table is planned for January 2022 to further scope the project.

16. The main points to note re the Strategic Connectivity are:

- i. In March 2021, the Cardiff Capital Region Passenger Rail Vision set out the strategic interventions required to improve the rail network in its area
- ii. These priorities align with the South East Wales Transport Commission recommendations to reduce M4 congestion
- iii. Therefore, through the Western Gateway, Cardiff Council will seek to secure investment into the strategic rail infrastructure serving the city, as set out at **Point 22** of the officer briefing report.

17. **Points 23-24** of the officer briefing report set out the resource and financing arrangements, namely:

- i. In 2020/21, the partnership received £500,00 from the Ministry for Housing, Communities and Local Government (which has since been renamed as the Department for Levelling Up, Housing and Communities - DLUHC) and £190,000 in payments from member organisations (comprised of a £10,000 contribution by each partner).

- ii. The Western Gateway has submitted a Spending Review bid requesting sustainable capacity funding through the DLUHC, with core funding of £1.2m for the 2022/23 financial year and £1.5m for the 2023/24 and 2024/25 financial years.
- iii. A decision on levels of funding from UK Government is anticipated to align with the publication of the Levelling Up White Paper in late 2021.

### **Proposed Recommendations to Cabinet**

18. The officer briefing report states that a report will be taken to Cabinet recommending that Cabinet:

- i) *‘Note the contents of this report*
- ii) *‘Approve the Council’s continued participation in the Western Gateway Partnership and a focus on the policy priorities outlined in this report’*
- iii) *‘Approve an annual financial contribution of £10,000, as outlined in paragraph 23.’*

### **Way Forward**

19. Councillor Huw Thomas (Leader) will be invited to make a statement. He, Paul Orders (Chief Executive) and Gareth Newell (Head of Performance and Partnerships) will attend to answer Members’ questions on the proposals.

### **Legal Implications**

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



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

### **Financial Implications**

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

### **RECOMMENDATION**

The Committee is recommended to:

- i) Consider the information in this report, its appendices and the information presented at the meeting
- ii) Determine whether they would like to make any comments, observations, or recommendations to the Cabinet on this matter in time for its meeting on 16 December 2021, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**7 December 2021**

Mae'r dudalen hon yn wag yn fwriadol

# Briefing Report for Scrutiny

## CARDIFF COUNCIL CYNGOR CAERDYDD

PAUL ORDERS  
CHIEF EXECUTIVE

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### WESTERN GATEWAY

#### Reason for this Report

1. To provide members of the relevant Scrutiny Committee with information in relation to a matter to be considered at a future meeting of Cabinet. The information within this report will form the basis of that future report to Cabinet outlining progress in the development of the Western Gateway partnership and related projects.

#### Background

2. The Western Gateway is a cross-border economic partnership, bringing together Local Authorities, City Regions and Local Enterprise Partnerships (LEPs) in South Wales and the West of England – as well as Welsh and UK Governments – to boost economic productivity, improve transport and digital connectivity, and lead the UK's green transition.
3. In terms of geography, the Western Gateway partnership currently includes the Core Cities of Cardiff and Bristol and Key Cities of Newport, Swansea, Gloucester and Bath (& North East Somerset), and stretches across South Wales and the West of England, from Swindon to Swansea, Wiltshire and Weston-Super-Mare to Tewkesbury.
4. As a partnership, the Western Gateway is not a statutory or delivery body, but instead acts as a convener which brings together actors across the region to tackle collective challenges and opportunities at scale; for example, securing investment into the Great Western Mainline and improving inter-city rail links to Bristol and other core cities or releasing the energy potential of the Severn Estuary.
5. Cardiff Council has been – and continues to be – at the forefront of the development of the Western Gateway partnership. In December 2018, the Leaders of Cardiff and Newport Council and the Mayor of Bristol agreed to explore the case for establishing a regional powerhouse for South Wales and the West of England, building on the previous Great Western Cities initiative. The 'A Powerhouse for the West' report, commissioned by the three cities, was published and launched at an event held at the House of Commons in July 2019.

6. The Powerhouse for the West' report highlighted the following key points:
- a. **Expanded geography:** There is a strong case for the economic geography of the Western Gateway to be expanded from the original core of Cardiff, Bristol and Newport to a wider region connected from Swindon to Swansea by the M4 and Great Western Rail line, creating the size and scale need to compete with the Northern Powerhouse and Midlands Engine.
  - b. **Sectoral strengths:** Across the area's economy, there are significant and complementary sector strengths in innovative sectors key to the future economy, namely advanced manufacturing and engineering (AM&E), cyber, green energy, fintech and the creative industries.
  - c. **Infrastructure gap:** Other regional powerhouses in the UK; namely, the Northern Powerhouse and the Midlands Engine, have been successful at attracting significant levels of Government funding and investment, which the Western Gateway region will need to unlock its potential. The 8-year spend on infrastructure construction per head – as calculated in 2019 – was 26% higher in the Northern Powerhouse than in the Western Gateway region, which does not include the £100bn investment that the North will benefit from via HS2 (£29bn) and Northern Powerhouse Rail (£70bn). In particular, HS2 represents a significant improvement in connectivity across other parts of the country, putting the Western Gateway at risk of becoming relatively less well-connected.
  - d. **Focus on connectivity:** Transport links and connectivity are fundamental to the coherence and legitimacy of regional economies. More specifically, connectivity is a crucial attribute associated with agglomeration, which has a wide range of economic benefits, including enhanced labour market supply, labour market matching, labour productivity and knowledge spill-over
  - e. **Inward investment:** The Western Gateway region is losing out when compared with the Northern Powerhouse and the Midlands Engine in terms of foreign direct investment (FDI) because it lacks a co-ordinated approach to internationalisations and its own trade missions to key global markets. For example, the number of FDI projects in southwest England and Wales fell by 16% between 2016/17 and 2017/18, compared to an 8% increase in the Midlands Engine region.
  - f. **Severn Estuary:** With the second-highest tidal range in the world, the Severn Estuary provides the region with high potential for renewable energy generation via tidal power, which represents an important opportunity for economic growth and decarbonisation.
7. In November 2019, the UK Government announced £400k of start-up funding to help kickstart the new 'Western Gateway' partnership at an event held at ICC Wales in Newport on 1 November 2019, together with a related future 4-year funding commitment. Katherine Bennett CBE, then Senior Vice-President of Airbus UK, was appointed as the first Chair of the Western Gateway.

8. The Western Gateway is led by the Partnership Board, established following a governance review completed in 2020. The Partnership Board, chaired by Katherine Bennett, includes representatives from local authorities, city-regions and combined authorities, local economic partnerships, higher education and the private sector. The full membership of the Board is attached as Appendix X. Each member of the Partnership Board has one equal vote. Membership of the Partnership Board is comprised of:
  - a. An Independent Chair;
  - b. Leaders of the following public authorities: Bath & North East Somerset, Bristol, Cardiff, Cardiff Capital Region, Gloucestershire (plus one District Council representative), Newport, North Somerset, South Gloucestershire, Swansea, Swindon, West of England Combined Authority and Wiltshire.
  - c. Two representatives from universities in the Western Gateway area;
  - d. Up to three representatives from businesses in the Western Gateway area, appointed via a public appointment process; and
  - e. Chairs of the following LEPs: Gloucestershire First LEP, Swindon & Wiltshire LEP, West of England LEP.
9. Cardiff Council is represented on the Partnership Board by the Leader of the Council. The Cardiff Capital Region (CCR) is also represented on the Partnership Board, and recently reaffirmed its commitment to the Western Gateway partnership at the CCR Cabinet meeting in November 2021.
10. The Gateway has recently appointed a Director to lead the partnerships work and engagement programme, supported by a small policy and communications team. The Western Gateway Secretariat function is hosted by South Gloucestershire Council, which is the Accountable Body for the partnership.

### Strategic Priorities

11. In autumn 2021, the Western Gateway published an Independent Economic Review (IER) undertaken by Deloitte to deepen the evidence based and identify key priorities for cross-regional action. In response to the findings of the IER the Western Gateway has agreed to focus activity on the following four strategic priorities:
  - **NetZero – Decarbonising Energy Generation:** Capitalising on the region’s assets and potential for renewable energy generation in tidal, hydrogen and nuclear fusion to lead the national journey to Net Zero.
  - **Strategic Connectivity:** Improving transport and digital connectivity, both within the Western Gateway region and between other powerhouses and cities in the UK, to support inclusive economic growth and increased productivity.
  - **Innovation:** Using the region’s world-leading research and academic assets to support innovative manufacturing and renewable energy generation projects, creating high-value jobs and exports, boosting the

region's productivity and supporting the green transition as a consequence.

- **Inward Investment:** Marketing the Western Gateway region as an attractive location for inward investment in its priority sectors and supporting firms in the region to access new export markets.
12. Workstreams have been established for each of the above priorities with active engagement from Council officers. Of particular significance to Cardiff Council are the workstreams relating to unlocking the tidal energy potential of the Severn Estuary and securing investment into the strategic rail infrastructure linking Cardiff to other Core Cities and to London.

#### Unlocking the Energy Potential of the Severn Estuary

13. The Western Gateway has significant natural assets in solar, tidal, marine, and wind, as well as leading capabilities in hydrogen, nuclear and industrial decarbonisation. In particular, the renewable energy potential of the Severn Estuary which it is estimated could produce approximately 7% of the UK's energy needs, has been identified as a key priority for the Western Gateway.
14. There have been a number of past efforts to identify viable schemes over the past decade. The UK Government has thus far refused to support such scheme due to a perceived requirement for high levels of public investment and concerns over the environmental impact on designated areas in the Severn Estuary. However, the changing landscape of the climate emergency, energy insecurity, rising costs, and rapid technological improvements indicate that many of these policy, cost and environmental barriers may no longer be as significant.
15. In October 2021, the Western Gateway Partnership Board agreed to establish an Independent Commission on the potential to harness the tidal energy potential of the Severn, chaired by an individual of international standing and with a political/professional profile. The Board agreed that members should encompass leaders from across key sectors, such as engineering, finance and investment and sustainability. The Leader of the Council was nominated by the Western Gateway Partnership Board to lead this initiative on behalf of the region and will represent the Western Gateway on the Independent Commission. Following agreement to establish the Commission, engagement has been taking place with key government, industry and academic stakeholders, with a stakeholder round table to further scope the project, chaired by the Leader of the Council, planned for January 2022.

#### Improving Cardiff's Strategic Connectivity

16. Improving connectivity between the cities and city-regions in the Western Gateway has been identified as vital in meeting the partnership's economic and climate goals, including boosting productivity, making jobs accessible for those living in rural areas and decarbonising transport.

17. South Wales and the West of England have not enjoyed the levels of rail enhancement investment experienced elsewhere in the UK over the last thirty years. This underinvestment has led to relatively less attractive services, attracting fewer passengers and leading to lower modal share and higher subsidies compared to the rest of the UK (footnote Mark Barry's paper).
18. Despite the electrification of the Great Western Mainline to Cardiff, journey times from Cardiff to Bristol and London remain slow, with line speed constraints west of Bristol Parkway a particular issue. Low service frequency and overcrowding are key limitations of the Cardiff–Bristol Temple Meads rail service, which is a major constraint on rail use between the two economic centres in the region and the Cardiff Central and Temple Means commercial centres. Furthermore, as set out in "Beyond HS2," Greengauge 21 identified Cardiff as the worst connected major city in the UK in respect of direct services to other major UK cities. (footnote)
19. Moreover, HS2 will put Cardiff and South Wales at a significant disadvantage. Whilst the UK economy is predicted to receive a £15 billion benefit from HS2, South Wales's GDP will lose an estimated £200m per year. There are similar negative impacts for the southwest of England, with Bristol losing £100m per year, and Gloucester, Bath and northeast Somerset another £100m annually.
20. In March 2021, the Cardiff Capital Region published its Passenger Rail Vision, setting out the strategic interventions that would be required to improve the rail network serving the city-region. These include enhancing the South Wales Mainline and route to Birmingham and bringing the South Wales Main Line (SWML) up to the same standard as the other "main lines" across the UK. This work would include a major upgrade in terms of line speed, capacity, and electrification, and importantly, allowing a mix of express and local commuter services. Key requirements identified include:
  - a. Additional London and Bristol Temple Meads services to Cardiff, Swansea & West Wales
  - b. New SWML/Relief Line local services and stations/interchanges including: Magor, Llanwern, Cardiff Parkway, Rover Way/Newport Rd, M4 Junction 34
  - c. Welsh Government journey time ambitions, which CCR endorses: London - Cardiff in 85 minutes; Cardiff - Swansea in 30 minutes; Cardiff - Bristol Temple Meads in 30 minutes; Carmarthen - Cardiff in 75 minutes.
  - d. The region also wishes to emphasise the importance of connectivity to Birmingham (#2) via Gloucester and the north of Wales and England via Abergavenny. Both of these lines require line speed and capacity upgrade and full electrification as acknowledged in NRs recent decarbonisation strategy.
21. These priorities align with the recommendations of the South East Wales Transport Commission to reduce acute congestion on the M5, published in November 2020, which identified the need for public transport alternatives for regional, medium-distance travel, particularly trips starting or ending in the cities of Cardiff, Newport and Bristol.

22. Through the Western Gateway, Cardiff Council will therefore seek to secure investment into the strategic rail infrastructure serving the city, including:
- a. A major upgrade of the primary East-West rail corridor from Swansea Bay to London via the SWML and GWML to enhance connectivity between Cardiff and London, Heathrow, Bristol and Swansea. For the SWML, this will include enhanced line speeds (eventually up to 140 mph) and capacity, new stations and full electrification as acknowledged in Network Rail's recent decarbonisation strategy.
  - b. Improved rail links between Cardiff Central and Bristol Temple Means, including a mix of express and local commuter services as recommended by the South East Wales Transport Commission, including 4 services an hour between Bristol Temple Meads and Cardiff Central.
  - c. Enhanced connectivity from Cardiff to Birmingham and the HS2 network (and beyond to/from northern England) via Gloucester.
  - d. Securing the Western Rail Access to Heathrow scheme from Reading, providing direct and indirect rail access from Cardiff Central to Heathrow.

#### Resource Arrangements and Financing of Key Projects

23. The Western Gateway is financed with funds from UK Government and local partners. In 2020/21, the partnership received £500,000 from the Ministry for Housing, Communities and Local Government (which has since been renamed as the Department for Levelling Up, Housing and Communities) and £190,000 in payments from member organisations (comprised of a £10,000 contribution by each partner).
24. The Western Gateway has submitted a Spending Review bid requesting sustainable capacity funding through the DLUHC, with core funding of £1.2m for the 2022/23 financial year and £1.5m for the 2023/24 and 2024/25 financial years. A decision on levels of funding from UK Government is anticipated to align with the publication of the Levelling Up White Paper in late 2021.

#### Financial Implications

25. The financial arrangements of the Western Gateway are set out in paragraphs 23 and 24 respectively. The report also sets out the need for a £10,000 contribution which can be identified from within existing budgetary allocation.

#### Legal Implications

26. Decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council eg. standing orders and



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

27. 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. As such a decision to implement the proposal has to be made in the context of the Council's equality act public sector duties.

### **HR Implications**

28. There are no HR Implications for this report.

### **Property Implications**

29. There are no property implications for this report.

### **REPORT TO CABINET**

A report will be taken to Cabinet recommending that Cabinet

1. Note the contents of the report
2. Approve the Council's continued participation in the Western Gateway Partnership and a focus on the policy priorities outlines in the report
3. Approve an annual financial contribution of £10,000, as outlined in para 23.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Paul Orders</b> <b>Chief Executive</b>
	7 December 2021

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

Final Report of the UK2070 Commission (February 2020): 'Make No Little Plans – Acting at Scale for a Fairer and Stronger Future'

<http://uk2070.org.uk/wp-content/uploads/2020/02/UK2070-FINAL-REPORT.pdf>

Metrodynamics Report (July 2019): 'A Powerhouse for the West'

<https://western-gateway.co.uk/wp-content/uploads/2020/02/A-Powerhouse-for-the-West-Metro-Dynamics-July-2019.pdf>

Metrodynamics Report (February 2016): 'Britain's Western Powerhouse'

<https://static1.squarespace.com/static/55e973a3e4b05721f2f7988c/t/56bda76a20c64756d829011c/1455269772946/Great+Western+Cities.pdf>

Cabinet Report, 19 March 2015 – Great Western Cities

<https://cardiff.moderngov.co.uk/documents/s3226/Item%20%20Cabinet%2019%20March%20Great%20Western%20cities.pdf?LLL=0>

Final Recommendations of the RSA City Growth Commission (October 2014):  
'Unleashing Metro Growth'

<https://www.thersa.org/globalassets/pdfs/reports/final-city-growth-commission-report-unleashing-growth.pdf>

DRAFT

**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**13 December 2021**

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**LEISURE MANAGEMENT PARTNERSHIP: DELIVERY UPDATE**

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**Purpose of the Report**

1. To provide Members with the opportunity to scrutinise progress in delivering the Leisure Centre Management Partnership between the Council and GLL (Greenwich Leisure Limited).

**Scope of Scrutiny**

2. The scope of the scrutiny is to scrutinise the performance of the Council and GLL over the last year in the delivery of leisure centre services covered by the Leisure Centre Management Partnership contract. At their work programming forum meeting on 26 July 2021, Members highlighted that they wished to undertake an annual performance review of the contract with GLL, as they have done previously and as requested by the Cabinet Member, Councillor Peter Bradbury.
3. This scrutiny will focus on the following aspects:
  - a. Impact of the covid pandemic
  - b. Participation and usage rates – memberships, visits, swim school
  - c. Capital programme – works completed, underway & scheduled
  - d. Customer Satisfaction & Quality Systems
  - e. Staffing – sickness rates, training, reviews
  - f. Any changes to the Council's commitments
  - g. Any risks to the Council.
4. To enable Members to see the impact of the covid pandemic, the presentation will present 2021 year to date versus 2019 data.

## Background

5. The new partnership arrangement with GLL commenced in December 2016, with a formal contract between the Council and GLL. This includes a service specification (known as the Descriptive Document) that covers governance arrangements, the approach to partnership working, opening hours, community benefits, pricing, incentives, catering & vending, customer care & satisfaction, promotion & marketing, quality management & continuous improvement, managing change, managing people and facilities management.
6. The contract covers the following leisure centres:
  - Llanishen Leisure Centre
  - Eastern Leisure Centre
  - Fairwater Leisure Centre
  - Western Leisure Centre
  - Pentwyn Leisure Centre
  - Maindy Leisure Centre
  - STAR (Splott)
  - Penylan Library and Community Centre <sup>1</sup>
7. The contract includes the reduction of the Council subsidy paid to leisure services. At the time of the procurement, the total net paid by the Council towards leisure services was circa £3.268m (15/16 outturn).
8. The contract provides the following advantages:
  - Surety of future financial costs to the Council re leisure services
  - Significantly reduced financial risk for the Council
  - Contractor bearing financial risks in relation to utilities, delivery of investment opportunities, achievement of income targets and maintenance of facilities (with the exception of structure and roofs).
  - Greater certainty re the delivery of specified services within a contractual framework, protecting the ongoing operation of each facility and maintaining jobs.

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<sup>1</sup> Penylan Library and Community Centre included in contract as it hosts a gym

- Robust investment plan for capital investment into facilities
- Contractor commitment to the achievement of QUEST, the leisure industry quality standard, across the portfolio, which will improve the quality of facilities and services.

## Capital Investment

9. As part of the Contract, the Council agreed to make available a sum of £3.5 million of invest-to-save funding for the transferred leisure sites. The Month 6 2021/22 budget monitoring report to Cabinet states the remaining balance is £465,000. Expenditure of £152,000 is forecast during the year, for Western Leisure Centre air handling unit, gym and studio refurbishment and LED lighting upgrades at Western and Fairwater Leisure Centres. This results in slippage of £313,000 into 2022/23.
10. In addition, the Month 6 budget monitoring report to Cabinet states:
 

*'A property asset renewal budget of £515,000 has been allocated to replace further sections of the sports hall roof at Western Leisure Centre in order to urgently address water ingress'*
11. The Month 6 budget monitoring report also provides the following update re Pentwyn Leisure Centre:
 

*'The budget in 2021/22 for the redevelopment of Pentwyn Leisure Centre is £1.5 million which, subject to approval of a business case, will be funded on an invest to save basis. Procurement of a professional team is underway, and the contract is due to be awarded by the end of November 2021. Design and submission of a planning application is to be submitted by the end of December with an aim for approval by March 2022 and contractor procurement is expected to commence in January/February 2022. Construction is anticipated to commence in June 2022, spanning a period of 12 months. Expenditure in this year is projected to be £500,000 with slippage of £1 million into 2022/23'.*

## Monitoring Information

12. To inform this scrutiny, the partnership has been asked to provide usage and participation data, with comparative data from 2019, including the following information:
  - Renewal rates and membership rates
  - Number of individuals using centres
  - Overall number of visits
  - Information re membership and usage broken down by service user profiles including age, gender, and ethnicity.
13. The partnership has also been asked to provide an update on the capital programme and customer satisfaction rates.
14. The above information is being provided in a presentation to the Committee, which will be circulated to Committee Members prior to the meeting.

## Previous Scrutiny

15. In **December 2017**, Committee Members scrutinised the first year of operation of the partnership. Members were keen to test whether the partnership was meeting the needs of Cardiff citizens and communities. The Chair, Councillor Howells, issued a press release seeking the views of citizens of Cardiff on how the leisure centres were being run. Responses were received from over 70 residents, with responses collated and shared with Committee Members and the partnership. At the meeting, Committee Members used these responses to frame lines of enquiry with the partnership. Following the meeting, the Chair wrote to Councillor Peter Bradbury (Cabinet Member for Culture and Leisure) requesting details of the GLL User Survey and Usage profiles broken down by age, disability, ethnicity, and gender. These were supplied in the response from Councillor Bradbury.
16. In **January 2019**, Members scrutinised progress by GLL in delivering against contract, focusing on participation and usage rates, capital programme, use by public sector organisations, planned changes to services, and whether there were any changes to the Council's commitments and risks. Overall, Members were pleased with the progress made in improving participation and usage rates,

increased customer satisfaction and progress in delivering capital programme improvements. Members noted that work was on track for there to be zero subsidy from the Council by 2019/20 and that no new commitments or risks to the Council had been identified.

17. In **November 2020**, this Committee considered the impact of the coronavirus pandemic on leisure services in Cardiff and carried out pre-decision scrutiny of a report to Cabinet on the contract with GLL. In the resulting Chair's letters Members recognised the impact of the coronavirus pandemic on GLL and the whole of the leisure sector and reiterated their support for leisure and sport activities. Full copies of the letters are attached at **Appendices A and B**.
18. In **March 2021**, Members undertook pre-decision scrutiny of a report to Cabinet that sought Cabinet approval, in principle, to vary the Leisure Services contract with GLL, in respect of Pentwyn Leisure Centre and removal of the Velodrome facility from Maindy Leisure Centre. The report also highlighted changes to service specifications from April 2021 and changes to capital programme.
19. The following changes to service specification were due to commence 1 April 2021:
  - i) Removal of receptionists to be replaced by a concierge type service
  - ii) Cashless automated payments only
  - iii) Turnstile entry
  - iv) Targeted programming aligned to the emerging strategy and in response to the Wellbeing of Future Generations Act
  - v) Revised opening hours to reflect the needs of the community each centre serves.
20. The report to Cabinet was clear that whilst removing the velodrome creates an operational deficit at Maindy Leisure Centre for GLL, this will be offset by the removal of the Pentwyn Leisure Centre deficit. The report to Cabinet also stated that there may be an issue with GLL's ability to repay capital recently invested and that therefore authority was sought to freeze the current programme of

investment until the issue has been fully considered. Following this scrutiny, the Chair wrote a confidential letter to Councillor Peter Bradbury, Cabinet Member – Culture & Leisure; this letter has been re-circulated to all committee members ahead of this meeting.

### **Way Forward**

21. Councillor Peter Bradbury (Cabinet Member for Culture and Leisure) has been invited and may wish to give a statement. Jamie Coleshill (GLL – Regional Director) and Rhys Jones (GLL, Head of Service - Cardiff) have been invited to give a presentation. They, along with Neil Hanratty (Director of Economic Development) and Steve Morris (Operational Manager, Sport, Leisure & Development) will be in attendance to answer Members queries.
  
22. At the meeting, Members will have the opportunity to question the panel about the impact of the covid pandemic on service provision as well as reviewing overall contract management issues, including whether the partnership is performing, whether it is meeting the needs of Cardiff citizens and communities and whether there are any changes to the Council's commitments and risks. Members will also be able to explore the capital programme.

### **Legal Implications**

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



properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

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

### **RECOMMENDATION**

The Committee is recommended to consider the information attached to this report and received at this meeting and to submit any recommendations, observations, or comments to the Cabinet.

**Davina Fiore**

**Director of Governance and Legal Services**

**7 December 2021**

Mae'r dudalen hon yn wag yn fwriadol

My Ref: T: Scrutiny/Correspondence/Cllr NH

Date: 9 November 2020



County Hall  
Cardiff,  
CF10 4UW  
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Neuadd y Sir  
Caerdydd,  
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Councillor Peter Bradbury  
Cabinet Members  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW

Dear Councillor Bradbury,

### **Impact of Coronavirus Pandemic on Leisure & Youth Sports**

On behalf of the Committee Members, thank you for attending the Economy & Culture Scrutiny Committee with Steve Morris, Laura Williams (Sport Cardiff), Ben O'Connell (Cardiff Metropolitan University) and Rhys Jones (GLL).

Members wished to explore the impact of the pandemic on leisure and youth sports and to understand the work underway to respond and to prepare for post-covid. Members thank Laura for her presentation and 6-month report that complemented the research in our cover report and gave us a clear overview of these issues in Cardiff, in terms of participation rates, impact on community clubs, classes and team sports and the work that the sector is doing to address these.

It is evident that there has been much work to date to adapt to the new landscape, with online content and equipment packs to encourage home and school exercise. However, understandably, this has not been able to replace pre-covid levels of exercise; Members are concerned to note the widening gap in participation rates and the negative legacy this leaves in terms of a backlog of young people who have missed opportunities to learn new skills and participate in sports. Members are pleased leisure and sports partners in Cardiff have recognised this issue and that work is ongoing to put in place programmes and approaches to tackle the backlog. Members wish to pass on their thanks to Sport Cardiff for their work to assist clubs and community groups apply for grants in order to increase the number of trained

coaches, to ensure covid-secure ratios are adhered to, as well as their support to the workforce to cope with the pressures that come from being covid-compliant.

Members recognise that physical activity is critical for mental health and wellbeing and that, whilst leisure and sports are technically a discretionary activity, local authorities have a key role to play with partners in supporting this. Not only does this fit with our duties under the Wellbeing of Future Generations Act, it benefits our local communities as parks, open spaces, school facilities, leisure centres, community clubs, classes and teams are essential elements of the infrastructure needed to maintain and promote community cohesion and reduce anti-social behaviour. Members are therefore reassured to hear that you and our partners have made these points to Welsh Government and we lend our support to you in this.

It is clear that all attendees have been working to support leisure and sport in Cardiff, both now and in the future. In particular, Members welcome the following:

- Sport Cardiff and the Council's work to encourage Cardiff West and Eastern High Schools to open their facilities for community use. Members note that Sport Cardiff raised that guidance to schools regarding use of their facilities is not clear. Therefore, **we recommend** that you raise with Welsh Government the need to clarify their guidance in this regard and **we recommend** that you ensure that Cardiff Council's guidance to schools supports consistent access to available facilities where this is covid-compliant.
- You and partners' work in lobbying and brokering agreement between Welsh Government and governing bodies to ensure the safe restart of team sports.
- The substantial work in hand to find a long-term sustainable way forward for the leisure services management contract with GLL.
- GLL's wider partnership role in Cardiff, such as supporting volunteers and fitness instructors, providing venues for a wide range of physical activities and working with Sport Cardiff to design and implement programmes to tackle the backlog in swimming.
- The ongoing horizon scanning work by all partners to evolve and adapt to new requirements.
- The development of a new Physical Activity and Sport Strategy.
- The development of a new Aquatics/ Swimming Strategy.

Members recognise the need to encourage participation in physical activity and sport, to boost health and wellbeing, sustain communities and ensure that community clubs, teams and facilities remain viable. Members are keen to play their part in this, as ward councillors and as members of this Committee. As such, I will be liaising with Sport Cardiff and GLL to enable me, in my capacity as Chair of this Committee, to send a letter to all Members explaining which facilities are available so that all ward councillors will be able to promote leisure and sport in their area, helping to boost footfall and participation rates.

Finally, Members heard the concerns expressed about Sport Wales' regionalisation of sport partnerships. It is our intention to carry out detailed scrutiny on this and the likely ramifications for sport in Cardiff and to prioritise scrutiny of their proposals as these become clearer. Scrutiny services will be in touch to arrange this.

Thank you again to you and all whom attended to explain the sterling work you are all taking to encourage and promote leisure and sport in Cardiff and to protect current resources for future generations: the whole Committee wishes you all the best with your work.

This letter requires a response, please, to the recommendations highlighted above.

Yours sincerely,



**COUNCILLOR NIGEL HOWELLS  
CHAIR, ECONOMY & CULTURE SCRUTINY COMMITTEE**

cc Members of the Economy & Culture Scrutiny Committee  
Neil Hanratty Jon Maidment  
Steve Morris  
Laura Williams – Sport Cardiff  
Ben O’Connell – Cardiff Metropolitan University  
Rhys Jones - GLL  
Clair James Cabinet Support Office

Mae'r dudalen hon yn wag yn fwriadol

My Ref: T: Scrutiny/Correspondence/Cllr NH



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Date: 9 November 2020

Councillor Peter Bradbury  
Cabinet Member, Culture & Leisure  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW

Dear Councillor Bradbury,

### **Leisure Services Contract - GLL**

Thank you for attending Economy & Culture Scrutiny Committee on 5 November 2020, along with Neil Hanratty and Steve Morris as well as Rhys Jones from GLL, for pre-decision scrutiny of the report to Cabinet on the Leisure Services Contract with GLL.

Overall, Members are supportive of the recommendations to Cabinet. Members recognise the impact of the coronavirus pandemic on GLL and the whole of the leisure sector. Members are reassured that an open book approach is being used, with financial officers undertaking the necessary scrutiny of the financial projections of GLL.

Members appreciate the reasons for bringing to Members' attention the need to raise the risk level to that of a Corporate Red Risk, and that these include demonstrating implementation of improvements suggested during the recent WAO Review of Leisure. Members wish to highlight that they have prioritised scrutiny of this WAO report at committee, when it is publically available.

Members note the aim of the fundamental review of the existing contract is to identify variations that will ensure the long-term sustainability of GLL provision of services in Cardiff, which we welcome. Members wish to scrutinise the proposed contract

variations and ask that officers ensure they liaise with scrutiny services to ensure this is scheduled appropriately.

During our earlier item at committee, Members explored the impact of the coronavirus pandemic on the leisure sector and youth sport in particular. I have written separately to you detailing our observations following this but wish to reiterate in this letter the Committee's wholehearted support for covid-secure leisure and sports. Leisure services are vital for our physical and mental health and wellbeing and boost cohesion in our communities, all of which is sorely needed in these times.

Thanks again to you and all who attended with you. This letter does not require a response.

Yours sincerely,



**COUNCILLOR NIGEL HOWELLS**  
**CHAIR, ECONOMY & CULTURE SCRUTINY COMMITTEE**

cc Members of the Economy & Culture Scrutiny Committee  
Neil Hanratty Jon Maidment  
Steve Morris  
Rhys Jones - GLL  
Clair James Cabinet Support Office



**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**13 December 2021**

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**AUDIT WALES: REVIEW OF LEISURE – PROGRESS UPDATE**

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**Purpose of the Report**

1. To provide background information to Members to aid their scrutiny of progress in implementing the improvement proposals made by Audit Wales in their Review of Leisure Services (2020) report.

**Background**

2. In December 2020, Audit Wales released their investigation report on Leisure Services in Cardiff. The full Audit Wales report is attached at **Appendix 1**, with the Council's full response attached at **Appendix 2**. The Audit Wales report contains several proposals for improvement, focused on:
  - i) Setting clear priorities for leisure services
  - ii) Reviewing the contract with GLL to ensure it supports delivery of these priorities
  - iii) Strengthening Council contract management arrangements to ensure the contract provides value for money
  - iv) Strengthening Council performance management to ensure the contract is sustainable.

**Progress Update**

3. Attached at **Appendix 3** is an update on progress in implementing the proposals for improvement, all of which were accepted by the Council. This shows:
  - i) A Strategy has been drafted and tested with stakeholders
  - ii) Local Partnerships has been engaged to carry out a full review covering:
    - o Potential for partnership and collaboration
    - o Current governance and contract management arrangements, including client management and monitoring
    - o Sustainability of the contract and e
    - o Effectiveness of service specification.

## **Way Forward**

4. Councillor Peter Bradbury (Cabinet Member – Culture and Leisure) will be invited to make a statement. Neil Hanratty (Director of Economic Development) and Steve Morris (Operational Manager – Sport & Leisure) will also attend to answer Members' questions on the proposals.

## **Legal Implications**

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

## **Financial Implications**

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

## **RECOMMENDATION**

The Committee is recommended to:

- i) Consider the information in this report, its appendices and the information presented at the meeting
- ii) Determine whether they would like to make any comments, observations, or recommendations to the Cabinet on this matter, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**7 December 2021**

Mae'r dudalen hon yn wag yn fwriadol

## Review of Leisure Services – Cardiff Council

Audit year: 2019-20

Date issued: October 2020

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# Summary report

## What we reviewed and why

- 1 In accordance with the Well-being of Future Generations (Wales) Act 2015 (the WFG Act) the Auditor General for Wales (the AGW) is statutorily required to examine public bodies to assess the extent to which they have acted in accordance with the sustainable development principle when:
  - setting their well-being objectives; and
  - taking steps to meet them.
- 2 The Act defines the sustainable development principle as acting in a manner: ‘...which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs’.
- 3 As well as duties under the WFG Act, the AGW has duties relating to examining whether councils have proper arrangements to ensure economy, efficiency and effectiveness (value for **money**) under the Public Audit (Wales) Act 2004. In discharging these duties, the Auditor General published his report Delivering with Less – Leisure Services, in December 2015.<sup>1</sup>
- 4 Since we published that 2015 report, the Council entered into a new 15-year contract, described as a partnership arrangement, with Greenwich Leisure Limited (GLL). This commenced in December 2016. The contract covers eight leisure centres and was procured through a competitive procurement process.
- 5 This review sought to answer the question: **is the Council’s approach to leisure services supporting the achievement of its well-being objectives, and delivering value for money?**
- 6 Our work focused on those leisure services provided by GLL and how they contribute to the achievement of the Council’s Wellbeing Objectives as described in the Council’s Corporate Plan, Delivering Capital Ambition, in particular the Well-being Objective: ‘Safe confident and empowered communities’ and the priority for 2019-20 to support sports, leisure, culture and green spaces.
- 7 The findings in this report are based on fieldwork that we undertook prior to the COVID-19 pandemic.

1 Delivering with Less - Leisure Services, National Report published in 2015



## What we found

- 8 Overall, we found that the Council has achieved its key aim of keeping its leisure centres open. But there is significant scope for the Council to better apply the sustainable development principle and strengthen its arrangements to assure itself that its contract with GLL is delivering value for money.
- 9 We came to this conclusion because:
  - the Council has maintained its leisure provision but would benefit from setting clear priorities for its leisure services and reviewing its contract with GLL to ensure it supports the delivery of these priorities and its well-being objectives;
  - there have been weaknesses in contract management and whilst the Council has strengthened arrangements, there is still scope to further improve them; and
  - the Council's governance and performance management arrangements could be improved to help the Council to assure itself that the contract with GLL is sustainable and delivering value for money.
- 10 Our detailed findings are set out in the next section of the report.

# Proposals for improvement

## Exhibit 1: proposals for Improvement

The table below sets out the proposals for improvement that we have identified following this review.

Proposals for improvement
<p><b>The Council should:</b></p> <p>PFI 1: Establish a clear strategy, vision and priorities for its leisure services which incorporates consideration of the WFG Act.</p>
<p>PFI 2: Undertake a review of the GLL contract service specification to ensure it supports the delivery of the Council's priorities for its leisure services and its wider well-being objectives.</p>
<p>PFI 3: Consider how it can strengthen application of the sustainable development principle through the services delivered by GLL, including:</p> <ul style="list-style-type: none"><li>• adopt a more strategic approach to collaboration which ensures all organisations including Cardiff and the Vale Health Board/Public Health and the Third Sector are involved in planning and developing GLL and other leisure services at a local and regional level.</li><li>• further integrate the planning and delivery of GLL Leisure Services with other public bodies and Council services, such as Education and Social Care.</li><li>• listen to, and involve, service users in the development and delivery of GLL and other leisure services to ensure they represent the needs and aspirations of the full diversity of local communities they serve.</li></ul>
<p>PFI 4: Improve contract management arrangements to ensure there is robust and transparent monitoring of the delivery of the contract specification.</p>
<p>PFI 5: Ensure that the Council effectively considers the long-term financial and well-being risks of the leisure contract in its corporate risk management processes.</p>
<p>PFI 6: Improve reporting arrangements to ensure members receive a full and timely account of contract performance which includes revenue/expenditure.</p>

# Detailed report

## The Council has maintained its leisure provision but would benefit from setting clear priorities for its leisure services and reviewing its contract with GLL to ensure it supports the delivery of these priorities and its well-being objectives

- 11 Overall, the Council considers that the contract with GLL is successful. It has achieved its original aims of keeping all leisure centres open, achieving a zero-subsidy position by April 2019 and thereafter receipt of a net income from its contract with GLL.
- 12 There are references to the role being played by leisure within the Council's corporate plan – 'Delivering Capital Ambition' (the Plan) in support of its well-being objectives. However, the Council does not have a clear vision or strategy which clearly articulates its priorities for the current and future provision of leisure services to help guide the services provided by GLL. The Council has also not set out how its approach to leisure services intends to apply the sustainable development principle and the five ways of working to achieve its well-being objectives, national well-being goals, and to deliver value for money.
- 13 In the absence of a clear set of priorities for its leisure services, there is also a lack of clarity among stakeholders about what the specific leisure priorities are within Cardiff, and how stakeholders, including GLL, can work together to achieve them. We found that the Council is unable to clearly demonstrate how GLL plans are integrated with those of other public bodies.
- 14 The Council would benefit from setting clear priorities for its leisure services and reviewing its contract with GLL to ensure it supports the delivery of these priorities and its well-being objectives.
- 15 The Council's Economic Development Directorate Delivery Plan 2019-20 includes an action to develop a vision for leisure services, but we understand this is currently in the early stages of development.
- 16 We found numerous examples of collaborative working, such as with Menter Caerdydd<sup>2</sup> and the Urdd<sup>3</sup> to promote Welsh swimming lessons and with Cardiff and Vale Health Board Neurological Rehabilitation Unit to encourage participation. However, we found limited evidence that the Council has taken account of the integration, prevention and involvement ways of working. For example, we found limited evidence of integration with other Council services and there are further opportunities to explore collaboration with other external bodies.

<sup>2</sup> Menter Caerdydd is an events services company through the medium of Welsh.

<sup>3</sup> Urdd Gobaith Cymru is a National Voluntary Youth Organisation which provides opportunities through the medium of Welsh for children and young people in Wales to make positive contributions to their communities.

- 17 In its 2018-19 annual report, GLL state that the overall number of visits to its leisure centres had increased by 3.9% since the prior year. As such, the contract is helping to contribute to the delivery of the Council's well-being objectives but there remains significant scope for the Council to better apply the sustainable development principle and measure and report on this contribution more broadly.

## There have been weaknesses in contract management and whilst the Council has strengthened arrangements, there is still scope to further improve them

- 18 The key arrangements in place to monitor and manage the contract include:
- a Project Liaison Board (PLB), attended by a mix of cabinet members, GLL and Council staff. The PLB first met in September 2017 and meets quarterly. The PLB discusses contract performance, significant operational matters, and any future planned changes to service. The PLB receives a mix of financial and performance information relating to the operation of the contract.
  - regular contract liaison meetings between GLL and the Council's contract monitoring staff. These meetings focus on operational matters.
- 19 Relevant cabinet members, Council and GLL staff feel they have developed a good working relationship described by all parties as a partnership. This relationship has evolved since the inception of the contract on 1 December 2016. It is important to note that it is a formal contract rather than a partnership, which should be reflected in the application of the Council's contract management arrangements.
- 20 In April 2018, the Council's Internal Audit Service gave an assurance rating of 'Insufficient with major improvement needed' on the processes and procedures in place relating to the GLL service contract. Internal Audit's report raised a corporate recommendation for the Council to ensure that reporting mechanisms are in place from the commencement of a contract when entering into any contractual or partnership arrangement. The report added that the control environment (corporate and directorate) required improvement as it did not provide reasonable assurance that all high-level risks were adequately controlled. It also found that a lack of adequate monitoring controls exposes the Council to the risk of GLL not achieving their objectives, performance standards and financial targets set out in the contract. Internal Audit made nine recommendations in total, including five relating to governance and monitoring arrangements.
- 21 The management response in November 2018 to that Internal Audit report gave assurance that the recommendations had been addressed. However, our review echoes the Internal Audit findings and found that some of the concerns identified as recommendations by Internal Audit remain. For example:
- management must ensure risks identified are reviewed and updated in the Directorate Delivery Plan;

- effective decision-making process is followed demonstrating options, alternatives and risks in the case of a deviation being sought from the Service Specification;
  - management reports must provide sufficient information to provide an accurate assessment of progress made to facilitate a review of added value, including comparative data to prior year(s); and
  - introducing regular reporting to Senior Management Team (SMT) to increase the effectiveness of monitoring the contract.
- 22 In October 2018, GLL appointed a contract manager and a locally based management team to further develop its local knowledge and improve communication and performance. This has helped to strengthen the relationship with the Council and provided assurances as to their shared intentions to work together to improve contract management arrangements and performance.
- 23 The Council appointed a new Operational Manager for Sport Leisure and Development in July 2019 to improve the oversight and management of contract performance and better align the service with the Well-being of Future Generations Act principles.
- 24 We found that contract management arrangements could be improved by more closely monitoring delivery of the contract specification in a transparent and systematic way. Our review found that aspects of performance are not being consistently monitored in line with the service specification. For example, the Council has not set targets for the desired levels of junior participation or for those with the social characteristics as set out in the service specification. The Economy and Culture Scrutiny Committee emphasised the importance of achieving social objectives, such as reduced charges for looked after children and increased access for disadvantaged customers in its report in January 2019.
- 25 The Service Specification requires GLL to:
- provide a Community Benefits Plan to maximise benefits from the delivery of educational community and environmental initiatives in association with the delivery of the services through the facilities;
  - ensure services continuously improve and certain performance standards achieved such as the use of benchmarking services through the National Benchmarking Service;
  - reflect the Council's duties and responsibilities under the Equality Act 2010; and
  - reflect the Well-being of Future Generations (Wales) Act 2015.
- 26 At the time of this review GLL had not produced a Community Benefits Plan, but we understand it was under development. We also found no evidence of services being benchmarked through the National Benchmarking Service or equivalent in the first two years of the contract nor agreement to do so every subsequent two-year period of the contract as required in the specification. In December 2017, the Chair of the Economy and Culture and Environmental Scrutiny Committee wrote to the Cabinet Member for Leisure and Culture recommending that GLL incorporate

equality impact assessments into their decision-making process for strategic, policy and key operational changes. However, there is confusion between the Council and GLL as to who is responsible for doing these assessments. We have not been provided with evidence of any assessments made to date. The absence of equalities impact assessments hampers the ability of the Council to demonstrate that it has fully considered the needs of the diversity of the population. Public bodies must give careful consideration to their Equality Duty under the Equality Act 2010 when a decision clearly affects a considerable number of people.

- 27 Although we understand that the impact of changes to pricing and schemes were discussed at the PLB, the documents and minutes of these meetings do not substantiate that there had been robust consideration and appraisal of the impact of price changes on participation for those with protected characteristics under the Equality Act 2010, such as changes to junior membership arrangements, or for service users more generally. The service specification requires that the contractor 'explain and demonstrate the rationale for pricing policies schemes and initiatives and provide an analysis of the impact of any changes on participation and customer groups.' This information was not available. The Council should improve the quality of records of decisions and the process of transparently managing and overseeing their implementation in line with the specification.
- 28 Overall, our review suggests that the Council would benefit from an evaluation of how well its contract is being managed in accordance with the service specification and the arrangements in place to support this.

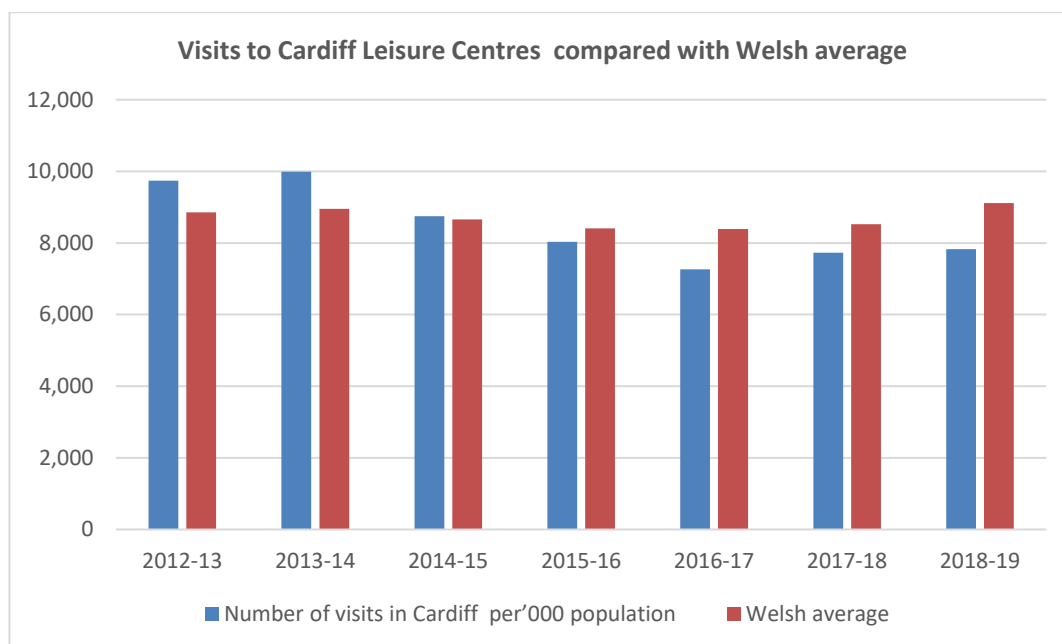
## The Council's governance and performance management arrangements could be improved to help the Council assure itself that the contract with GLL is sustainable and delivering value for money

- 29 Information provided within GLL quarterly monitoring reports to the Project Liaison Board show that GLL is currently operating the contract at a financial loss. The GLL Annual Report 2018-19 describes the financial position of the service as disappointing. In response to this, the local GLL contract management team developed a five-year plan which came into force in April 2019, to bring the contract back in line with the expected financial position. Whilst it is GLL that bears the financial risk, should the financial position not improve, there is a risk to the sustainability of the contract and therefore to the wider benefits the service brings to service users as well as to the reputation of the Council. We would expect, therefore, that the Council is closely monitoring and addressing this risk.
- 30 A reference to this risk that 'GLL fail to deliver on the agreed legal contract and the subsequent financial objectives' is included in the Economic Development Directorate Delivery Plan 2019-20. However, it is given a 'green' status and no mitigating actions or commentary is included.

- 31 Internal Audit's report on the leisure contract included a recommendation that: 'Management must ensure that the risks identified in the Directorate Risk Register are reviewed and updated reflecting all mitigating and risk factors. Where necessary risks must be escalated to the Senior Management Team (SMT) as specified in the Risk Management Policy and Strategy'. We could not find any evidence that this has been done.
- 32 The Council's corporate plan for 2019-20 sets out that one of its key targets is to achieve a two per cent increase in the number of visits to local authority sports and leisure centres during the year per 1,000 population where the visitor will be participating in physical activity. **Exhibit 2** below shows that visits to Cardiff Sport and Leisure facilities, (which include the eight centres managed by GLL) remain below those achieved in 2012-13, are below the Welsh average and give rise to a ranking of 19th in Wales for 2018-19.

**Exhibit 2: the number of visits to Local Authority sport and leisure centres during the year per 1,000 population where the visitor will be participating in physical activity**

The most recent national performance data available shows that visits to Cardiff Sport and Leisure facilities (which include the eight centres managed by GLL) in 2018-19 remain below those achieved in 2012-13, are below the 2018-19 Welsh average and give rise to a ranking of 19<sup>th</sup> out of the 22 councils in Wales.



Source: Data Cymru

- 33 This comparative performance is not included in the Council's 2018-19 annual performance report; neither does the report provide any information about how

performance compares with other providers or any information about service user views of the service. Therefore, it is difficult for members and the public to obtain a rounded picture of the Council's leisure performance from the annual performance report.

- 34 We recognise that this indicator covers a broader range of sport and physical activity facilities than the centres managed by GLL. It is positive GLL reported in its Annual Report 2018-19 that its leisure service in Cardiff saw an increase in usage over the previous year of 5.1%, exceeding the Council's target of a 2% annual increase.
- 35 GLL also reported it has generated for Cardiff a social return against health, well-being, crime and education to the value of £13.4 million in 2018-19; this equates to a social return of £2.25 for every £1.00 spent in the leisure centres. GLL's social return calculation is based on regular participation in sports and physical exercise in its centres. This could be further improved through the provision of comparative data to indicate how well this social return calculation compares with other authorities or similar facilities.
- 36 In its attempt to involve its service users, GLL implemented a 'listen 360' customer feedback system in 2018, which provides a 'net promoter score' for each leisure centre. GLL indicate that Cardiff scores 21%, which is above GLL national averages of 20%. However, the scores for 2018-19 show some variation: five of GLL's eight leisure centres in Cardiff score less than this average and the average score is masked by high scores at some centres, such as Eastern at 48% and Star at 41%.
- 37 GLL has achieved Quest<sup>4</sup> entry accreditation across all its centres as prescribed by the Service Specification, and has further assessments programmed in 2019-20. The assessments provide each centre with a detailed account of the strengths and areas for improvement helpful to inform any future changes.
- 38 The Council's Economy and Culture Scrutiny committee has considered the performance of the leisure contract twice since the inception of the contract in December 2016. In December 2017, the committee scrutinised the first year of operation of the contract and then received a presentation from GLL in January 2019. The Cabinet Member for Culture and Leisure attended both meetings to answer questions. The minutes of the January 2019 meeting demonstrate that members considered a wide range of areas, including performance and satisfaction levels as well as sharing concerns expressed by service users about changes to leisure services undertaken by GLL.
- 39 It is positive that the scrutiny committee has been involved in reviewing the service provided by GLL. On both occasions, the Chair of the Scrutiny Committee wrote to the Cabinet Member for Culture and Leisure summarising the committee's findings.

<sup>4</sup> Quest is a tool for continuous improvement, designed primarily for the management of leisure facilities and sports development. It defines industry standards and good practice and encourages ongoing development and delivery within a customer-focused management framework.



However, the Scrutiny Committee papers considering the performance of the contract in January 2019 did not disclose GLL's operating position or the potential implications of this for the Council. Neither did the covering report refer to Internal Audit's critical report relating to the contract. Therefore, the scrutiny committee was not given the full information to enable members to effectively challenge the service and its sustainability and consider if the contract is providing value for money. Indeed, the Scrutiny committee chair's letter to the Cabinet member following the presentation noted that work is on track for there to be zero subsidy from the Council by 2019-20, and that no new commitments or risks to the Council have been identified.

- 40 We recognise that the contract is in its third year of operation, but it is evident that arrangements are not yet mature enough to provide the assurance needed to determine whether the contract is delivering value for money and maximising its contribution to the achievement of the Council's well-being objectives and the national well-being goals.

# Appendix 1

## Positive indicators of the Five Ways of Working

The table below sets out 'positive indicators' for each of the five ways of working that we have identified. We have not used the indicators as a checklist. They should be viewed as indicators. They helped us to form conclusions about the extent to which a body is acting in accordance with the sustainable development principle in taking steps to meet its Wellbeing Objectives.

### What would show a body is fully applying the long-term way of working?

- There is a clear understanding of what 'long term' means in the context of the Act.
- They have designed the step to deliver the well-being objective/s and contribute to their long-term vision.
- They have designed the step to deliver short or medium-term benefits, which are balanced with the impact over the long term (within the project context).
- They have designed the step based on a sophisticated understanding of current and future need and pressures, including analysis of future trends.
- Consequently, there is a comprehensive understanding of current and future risks and opportunities.
- Resources have been allocated to ensure long-term as well as short-term benefits are delivered.
- There is a focus on delivering outcomes, with milestones/progression steps identified where outcomes will be delivered over the long term.
- They are open to new ways of doing things which could help deliver benefits over the longer term.
- They value intelligence and pursue evidence-based approaches.

### What would show a body is fully applying the preventative way of working?

- The body seeks to understand the root causes of problems so that negative cycles and intergenerational challenges can be tackled.
- The body sees challenges from a system-wide perspective, recognising and valuing the long-term benefits that they can deliver for people and places.
- The body allocates resources to preventative action that is likely to contribute to better outcomes and use of resources over the longer term, even where this may limit the ability to meet some short-term needs.
- There are decision-making and accountability arrangements that recognise the value of preventative action and accept short-term reductions in performance and resources in the pursuit of anticipated improvements in outcomes and use of resources.

### **What would show a body is taking an 'integrated' approach?**

- Individuals at all levels understand their contribution to the delivery of the vision and wellbeing objectives.
- Individuals at all levels understand what different parts of the organisation do and proactively seek opportunities to work across organisational boundaries. This is replicated in their work with other public bodies.
- Individuals at all levels recognise the cross-organisation dependencies of achieving the ambition and objectives.
- There is an open culture where information is shared.
- There is a well-developed understanding of how the wellbeing objectives and steps to meet them impact on other public sector bodies.
- Individuals proactively work across organisational boundaries to maximise their contribution across the wellbeing goals and minimise negative impacts.
- Governance, structures and processes support this, as do behaviours.

### **What would show a body is collaborating effectively?**

- The body is focused on place, community and outcomes rather than organisational boundaries.
- The body has a good understanding of partners' objectives and their responsibilities, which helps to drive collaborative activity.
- The body has positive and mature relationships with stakeholders, where information is shared in an open and transparent way.
- The body recognises and values the contributions that all partners can make.
- The body seeks to establish shared processes and ways of working, where appropriate.

### **What would show a body is involving people effectively?**

- Having an understanding of who needs to be involved and why.
- Reflecting on how well the needs and challenges facing those people are currently understood.
- Working co-productively, working with stakeholders to design and deliver.
- Seeing the views of stakeholders as a vital sources of information that will help deliver better outcomes.
- Ensuring that the full diversity of stakeholders is represented, and they are able to take part.
- Having mature and trusting relationships with its stakeholders where there is ongoing dialogue and information is shared in an open and transparent way.
- Ensure stakeholders understand the impact of their contribution.
- Seek feedback from key stakeholders which is used to help learn and improve.



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APPENDIX 4

Recommendation Ref No.	Name of Audit	Recommendation	Management Response	Update Dec 2020	Lead Officer	RAG Status	Open/Closed
RL1	Review of Leisure	Establish a clear strategy, vision and clear priorities for leisure services, which incorporates consideration of the WFG Act. This should be used to guide the delivery of services provided by GLL.	<b>ACCEPT:</b> The need for a Sport, Health and Physical Activity Strategy was identified and included in the Corporate Plan 20/21 and 21/22. The Health and Wellbeing of Future Generations Act and the recent Sport Wales vision provide the platform to ensure Cardiff aligns its priorities to achieve the objectives that both these set out. A number of stakeholder forums have taken place and a strategy group has been established to include Public Health, HE/FE, NGBs, Vale of Glamorgan, GLL and other delivery partners. The aim is to have a finalised strategy by March 2022.	The strategy group has been supported with funding from Public Health to engage an independent consultant with experience of delivery Physical Activity and Health strategies. Four key themed workshops have taken place and results are being compiled to shape the next steps of the strategy and the establishment of board of cross services professionals will steer the strategy towards completion in September 2021. Attendance and collaboration has been strong with positive engagement. The partnership with Public Health covering Cardiff and Vale of Glamorgan Health Board area is proving particularly positive.	Steve Morris	Green	Open
RL2	Review of Leisure	Consider how it can strengthen application of the sustainable development principle through the services delivered by GLL, including: <ul style="list-style-type: none"> <li>• Adopt a more strategic approach to collaboration which ensures all organisations including Cardiff and the Vale Health Board/Public Health and the Third Sector are involved in planning and developing GLL another leisure services at a local and regional level.</li> <li>• Further integrate the planning and delivery of GLL Leisure Services with other public bodies and Council services, such as Education and Social Care.</li> <li>• Listen to, and involve, service users in the development and delivery of GLL and leisure services to ensure they represent the needs and aspirations of the full diversity of local communities they serve</li> </ul>	<b>ACCEPT:</b> <ul style="list-style-type: none"> <li>- GLL local, regional and national management are involved as key stakeholders for the emerging Sport, Health and Physical Activity Strategy along with Public Health and the Vale of Glamorgan Council and their Leisure provider, Parkwood. A multi agency approach is planned to develop the strategy.</li> <li>- We have put a strong emphasis on Social Value by way of calculating and measuring the impact of attendances in GLL facilities. A number of partnerships are in place to target specific hard to reach and under represented groups that brings joint collaboration between internal and external partners. The social value calculator is used when reporting progress to the partnership board.</li> </ul> <p>However, we note that further engagement with alternative services and potential stakeholders is required.</p> <ul style="list-style-type: none"> <li>- The consultation with customers and key stakeholders is critical in developing the most appropriate services and programmes in an ever evolving leisure and physical activity arena. Further work is being carried out to determine needs and trends to be reflected in the Service</li> </ul>	The review of the Service Specification has identified current partnerships that can be further developed such as delivery through the medium of Welsh in partnership with the URDD. Closer alignment to the emerging 21st Century Schools programme to ensure duplication is avoided and collaboration is explored. further work on integration of programmes for people with disabilities and alignment to the Disability Sport Wales accreditation programme to achieve Silver status. The involvement in the Strategy development will help set key areas of focus and targeted delivery with new partners. <ul style="list-style-type: none"> <li>- GLL have implemented the "listen 360" as a customer feedback system and report on this to the Partnership Board. In addition, quarterly on-line surveys are carried out and reviewed against previous benchmark data. All centres will hold public open forums to listen to customers views and suggestions. Staff surveys and engagement form a key part of the Business Planning process for each centre. QUEST accreditation also requires robust customer survey information which all centres are working towards.</li> </ul>	Steve Morris	Green	Open
RL3	Review of Leisure	Improve contract management arrangements to ensure they monitor delivery of the revised specification in a transparent and systematic way.	<b>ACCEPT:</b> The governance and monitoring in place has been reviewed to ensure the contract Service Specification is kept up to date, amended where applicable and is responsive to changing trends and habits. The revised Service Specification will also be reported to Cabinet. Client monitoring remains in place and includes weekly officer meetings, quarterly performance reviews with senior officers from both the Council and GLL and the Partnership Liaison Board which also meets quarterly with the Cabinet Member for Leisure and Culture and the Cabinet Member for Finance and Resources.	We have introduced and included the GLL partnership in the Directorate Delivery Plan and Risk Register. This is reported against on a quarterly basis with risks escalated to SMT and reported to Cabinet where appropriate.	Steve Morris	Green	Open
RL4	Review of Leisure	Undertake a systematic review of the GLL contract service specification to ensure it is fit for purpose and supports the delivery of the Council's vision for its leisure services and is in accordance with the WFG Act.	<b>ACCEPT:</b> The contract has been running for 4 years with the initial years focussing on partnership, compliance, introduction of new systems, implementing capital improvements and developing new ways of working. The Service Specification was written before the introduction of the Wellbeing of Future Generations Act. It has therefore been agreed that a review of the Service Specification is essential to test whether it is now fit for purpose, meets current trends and needs and contributes where possible to the Act.	The Service Specification is now under review with weekly meetings taking place between GLL and Client Management team. The update was taken to Scrutiny and a Cabinet report was taken in November seeking authority to make recommendations to vary the specification to assist in a more sustainable model of delivery going forward. A number of key changes are being recommended to Cabinet to consider such as the transfer of Pentwyn Leisure Centre from GLL to Cardiff Blues which will reduce the financial deficit to GLL by circa £700,000. A staff restructure is also proposed aimed at reducing fte without adverse impacts on service provision. Receptionists will change to foyer concierge to be more responsive and customer facing. Changes in programming and opening times at each centre will ensure resources are applied to where there is the highest customer need and demand. A Cabinet Report is scheduled for March 2021.	Steve Morris	Green	Open
RL5	Review of Leisure	Ensure that the Council effectively considers the long-term financial and well-being risks of the leisure contract in its corporate risk management processes.	<b>NOTED:</b> The Directorate Delivery Plan now includes more robust monitoring and reporting measures of performance and risk. Risks are escalated to the Corporate Risk register and to Senior Management Team. These are reported quarterly.	The Directorate Delivery Plan has reported financial and well being risks predominantly linked to COVID 19. A Cabinet briefing was held in Q3 on financial risk and sustainability. The Cabinet report in November highlighted the current financial difficulties and will report back in March with mitigating recommendations as above. Welsh Government have supported losses in 20/21 through the Hardship Fund.	Steve Morris	Green	Open
RL6	Review of Leisure	Improve reporting arrangements to ensure members receive a full and timely account of contract performance which includes revenue/expenditure.	<b>ACCEPT:</b> In addition to the current governance structure and reporting to the Partnership Liaison Board. Reports are taken quarterly through the Corporate process and financial performance is monitored effectively and reported through the Corporate Risk Register.	Financial performance is a key measure at the PLB with attendance from the Cabinet Member for Finance. An informal Cabinet briefing took place in Q3 with GLL and Client management to present the impact of COVID on income and expenditure for the current operating year and estimated forecasts for 21/22. Furthermore, a report was taken to Scrutiny committee to highlight both the general financial position of the GLL contract and the financial impact of Covid 19. A monthly meeting between Council senior accountants and GLL has been introduced based on an open book approach in response to financial risks linked to COVID 19.	Steve Morris	Green	Open

Mae'r dudalen hon yn wag yn fwriadol

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
<p><b>Establish a clear strategy, vision and clear priorities for leisure services, which incorporates consideration of the WFG Act. This should be used to guide the delivery of services provided by GLL.</b></p>	<p><b>ACCEPT:</b> The need for a Sport, Health and Physical Activity Strategy was identified and included in the Corporate Plan 20/21 and 21/22. The Health and Wellbeing of Future Generations Act and the recent Sport Wales vision provide the platform to ensure Cardiff aligns its priorities to achieve the objectives that both of these set out. A number of stakeholder forums have taken place and a strategy group has been established to include Public Health, HE/FE, NGBs, Vale of Glamorgan, GLL and</p>	<p>Dec 2020 The strategy group has been supported with funding from Public Health to engage an independent consultant with experience of delivering Physical Activity and Health strategies. Four key themed workshops have taken place and results are being compiled to shape the next steps of the strategy. Furthermore, the establishment a board of cross services professionals will help steer the strategy towards completion in September 2021. Attendance and collaboration has been strong with positive engagement, and the partnership with Public Health covering the</p>	<p>The findings of the consultation have been summarised by the working group and presented to the Director of Public Health and the OM for Sport, Leisure and Development at the Council. Next steps have been agreed to develop the draft strategy document and associated key action plans demonstrating clear links to other high level internal and external policies. The high level aims will be presented to the Public Service Board scheduled for July 2021 and taken to Cabinet to ratify the strategy in the Autumn. The final</p>	<p>The Strategy draft is complete and will be tested with a number of stakeholder forums throughout October with a view to presenting to Scrutiny and Cabinet in December</p>	<p><b>Green</b></p>

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
	other delivery partners. The aim is to have a finalised strategy by March 2022.	Cardiff and Vale of Glamorgan Health Board area is proving particularly positive.	document is still on schedule for a September completion.		
<p><b>Consider how it can strengthen application of the sustainable development principle through the services delivered by GLL, including:</b></p> <ul style="list-style-type: none"> <li>• <b>Adopt a more strategic approach to collaboration which ensures all organisations including Cardiff and the Vale Health Board/Public Health and the Third Sector are involved in planning and developing GLL another leisure services at a local and regional level.</b></li> <li>• <b>Further integrate the planning and delivery of GLL Leisure Services with other public bodies and</b></li> </ul>	<p><b>ACCEPT:</b></p> <ul style="list-style-type: none"> <li>- GLL local, regional and national management are involved as key stakeholders for the emerging Sport, Health and Physical Activity Strategy, along with Public Health and the Vale of Glamorgan Council and their Leisure provider, Parkwood. A multi-agency approach is planned to develop the strategy.</li> <li>- We have put a strong emphasis on Social Value by way</li> </ul>	Dec 2020 The review of the Service Specification has identified current partnerships that can be further developed, such as delivery through the medium of Welsh in partnership with the URDD. Closer alignment to the emerging 21st Century Schools programme is being pursued to ensure duplication is avoided and collaboration is explored, as is further work on the integration of programmes for people with disabilities and alignment to the Disability Sport Wales	Stronger links are being forged with Public Health in terms of developing better integrated services and shared facility usage. Existing partnerships have been targeted to understand their needs post COVID-19 lockdown in terms of a return to facilities and if any changes in programming are required as a result. As examples, the immunisation centre for the East of Cardiff is set up in Pentwyn Leisure centre and	Local Partnerships have been engaged to carry out a full external review of the potential for partnership and collaboration. The work will consider both internal and external opportunities as well as benchmarking with neighbouring Local Authorities and Core Cities. A number of group forums and one to one sessions have taken place and a Workshop is scheduled for October to bring back the initial finding to the Senior group with a view to completing the report	<b>Green</b>



Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
<p><b>Council services, such as Education and Social Care.</b></p> <ul style="list-style-type: none"> <li>• Listen to, and involve, service users in the development and delivery of GLL and leisure services to ensure they represent the needs and aspirations of the full diversity of local communities they serve</li> </ul>	<p>of calculating and measuring the impact of attendance in GLL facilities. A number of partnerships are in place to target specific hard-to-reach and under-represented groups, which bring joint collaboration between internal and external partners. The social value calculator is used when reporting progress to the partnership board. However, we note that further engagement with alternative services and potential stakeholders is required.</p> <p>- Consultation with</p>	<p>accreditation programme to achieve Silver status. This involvement in the Strategy's development will help set key areas of focus and targeted delivery with new partners.</p> <p>- GLL have implemented the "listen 360" as a customer feedback system and report on this to the Partnership Board. Additionally, quarterly on-line surveys are carried out and reviewed against previous benchmark data. All centres will hold public open forums to listen to customers views and suggestions. Staff surveys and engagement form a key part of the Business Planning process for each centre. QUEST accreditation also</p>	<p>discussions are ongoing for a NHS physio centre in Llanishen LC. The partnership with Public Health and NHS continues to develop positively.</p> <p>The review of the Service Specification has been initiated and has identified opportunities to be far more targeted to meet customer and partner needs by adapting opening and closing times on a centre by centre basis to respond to need and demand. Further external review will be undertaken through the Local Partnerships review.</p>	<p>and recommendation by the end of October.</p>	

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
	customers and key stakeholders is critical in developing the most appropriate services and programmes in an ever- evolving leisure and physical activity arena. Further work is being carried out to determine needs and trends to be reflected in the Service Specification Review	requires robust customer survey information which all centres are working towards.	The "listen and involve" processes will continue as the centres re-open post lockdown and intelligence used to shape programming and customer priorities.		
<b>Improve contract management arrangements to ensure they monitor delivery of the revised specification in a transparent and systematic way.</b>	<b>ACCEPT:</b> The governance and monitoring in place has been reviewed to ensure the contract Service Specification is kept up to date, amended where applicable and responsive to changing trends and	Dec 2020 We have introduced and included the GLL partnership in the Directorate Delivery Plan and Risk Register. This is reported against on a quarterly basis with risks escalated to SMT and reported to Cabinet where appropriate.	Following the Audit Wales review and as a consequence of the pandemic, the Council has decided to commission Local Partnerships to undertake an independent review of the contract and as part of this to review	The impact of COVID is still being understood and therefore the governance arrangements that are in place continue but with a focus on re starting facilities and reviewing finances to seek support from the Hardship Fund. Monitoring of the re	<b>Green</b>

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
	<p>habits. The revised Service Specification will also be reported to Cabinet. Client monitoring remains in place and includes weekly officer meetings, quarterly performance reviews with senior officers from both the Council and GLL, and the Partnership Liaison Board, which also meets quarterly with the Cabinet Member for Leisure and Culture and the Cabinet Member for Finance and Resources.</p>		<p>current governance and contract management arrangements. In advance of the review, the Council has introduced some new arrangements, based on an 'open-book' approach, including new monthly meetings between GLL and the Council's finance department, and new monthly meetings between the Council's responsible Director, the Head of Finance and the Client Management team with corresponding representatives from GLL. These new meetings are in addition to the established quarterly</p>	<p>opening of centres has been a key function of the Client team who are looking to re set KPIs based on a comparable year which is now likely to be 22/23 for a realistic post covid benchmark. Local Partnership have included a review of Client Management and monitoring and are comparing with other similar contracts in Wales and the UK. Report in October 21</p>	

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
			Partnership Board meetings and the weekly Client Management meetings. It has been agreed to continue with these new arrangements once COVID related restrictions are eased and normal service resumes. The Local Partnership review will provide an external view on governance arrangements and in particular will consider how the arrangements in Cardiff compare with similar partnership arrangements in other core/similar sized cities.		

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
<p><b>Undertake a systematic review of the GLL contract service specification to ensure it is fit for purpose and supports the delivery of the Council’s vision for its leisure services and is in accordance with the WFG Act.</b></p>	<p><b>ACCEPT:</b> The contract has been running for 4 years with the initial years focussing on partnership, compliance, introduction of new systems, implementing capital improvements and developing new ways of working. Given that the Service Specification was written before the introduction of the Wellbeing of Future Generations Act, it has been agreed that a review is essential to test whether it is still fit for purpose, meets current trends and needs, and contributes to the Act where possible.</p>	<p>Dec 2020 The Service Specification is now under review, with weekly meetings taking place between GLL and the Client Management team. The update was taken to Scrutiny and a Cabinet report was brought forward in November seeking authority to make recommendations for varying the Specification to facilitate a more sustainable model of delivery going forward. A number of key changes are being recommended to Cabinet for consideration, such as the transfer of Pentwyn Leisure Centre from GLL to Cardiff Blues, which would reduce the financial deficit to GLL by circa £700,000. A staff</p>	<p>A report was presented to Cabinet in March to escalate the current risks associated with the GLL contract and to attain authority to undertake a comprehensive review of the contract and service specification. Local Partnerships are in the process of being appointed to undertake an independent review that will consider the sustainability of the contract and the effectiveness of the service specification in delivering the Council's vision for it leisure services in accordance with the WFG Act. In due course the findings</p>	<p>The Local Partnerships work as aforementioned is near completion and will be presented as a report with recommendations in October. Legal, Procurement and Finance are testing and advising on the ability to make contract variations to improve the sustainability of the contract without compromising the current agreement or breaking the law. VAT implications are being addressed to ensure any contract variations do not put the Council at serious financial risk as a result of any transfer of facilities or amendments to contractual obligations.</p>	<p><b>Green</b></p>

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
		restructure is also proposed, aimed at reducing fete without adverse impacts on service provision. Receptionists will change to foyer concierge to be more responsive and customer facing, and changes in programming and opening times at each centre will ensure resources are applied to areas of the highest customer need and demand. A Cabinet Report is scheduled for March 2021.	will be presented to SMT, Cabinet, Scrutiny Committee and Audit Committee. At the March meeting, Cabinet also provided authority to progress some initial changes to improve the sustainability of the contract and the service specification.		
<b>Ensure that the Council effectively considers the long-term financial and well-being risks of the leisure contract in its corporate risk management processes.</b>	<b>NOTED:</b> The Directorate Delivery Plan now includes more robust monitoring and reporting measures of performance and risk. Risks are	Dec 2020 The Directorate Delivery Plan has reported financial and well-being risks predominantly linked to Covid-19. A Cabinet briefing was held in Q3 on financial risk and	Following the Audit Wales review, new arrangements have been put into place to ensure risks associated with the Leisure Services contract are properly	Risks continue to be reported through Directorate Delivery Plan and Corporate Risk quarterly processes. The financial sustainability of the contract is continually under review	<b>Green</b>

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
	escalated to the Corporate Risk register and to Senior Management Team; these are reported quarterly.	sustainability. Furthermore, the Cabinet report in November highlighted the current financial difficulties and another report will be taken to Cabinet in March setting out mitigating recommendations, as mentioned above. Additionally, Welsh Government have supported losses in 20/21 through the Hardship Fund.	embedded into the Council's corporate risk management processes. New steps have been added to the Directorate Delivery Plan. Performance against these steps and associated risks are reported as part of the Council's Quarterly Performance monitoring. An annual report is now presented to Scrutiny Committee covering performance and risks. Significant risks have been escalated to the Council's SMT. A report was presented to Cabinet in March to transparently escalate current risks to the	with colleagues in Finance with GLL with more robust, longer term financial projections completed. Social value and wellbeing targets are aligned to our own Capital Ambition and various policies in the Council. The Hardship Fund has been extended to March 2022 which is being scrutinised and reported through finance prior to submission to WG.	

Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
			contract relating to the pandemic. The Local Partnerships review will also consider further improvements to governance and reporting arrangements.		
<b>Improve reporting arrangements to ensure members receive a full and timely account of contract performance which includes revenue/expenditure.</b>	<b>ACCEPT:</b> In addition to the current governance structure and reporting to the Partnership Liaison Board, reports are taken quarterly through the Corporate process, and financial performance is monitored effectively and reported through the Corporate Risk Register.	Dec 2020 Financial performance is a key measure at the PLB, with attendance from the Cabinet Member for Finance. An informal Cabinet briefing took place in Q3 with GLL and Client management to present the impact of Covid-19 on income and expenditure for the current operating year and estimated forecasts for 21/22. Furthermore, a report was taken to Scrutiny Committee to	As described above, new arrangements have been put in place following the Audit Wales review, and will be further refined by the Local Partnership review, to ensure Members have full and transparent sight of the performance of the GLL contract, including any relevant financial information. Management of the contract is now embedded into the	No further update - As aside.	Green



Audit Wales – Review of Leisure Services – December 2020					
Recommendation	Management Response	Previous Updates	Year End 2020-21 Assessment Update	Mid Year 2021-22 Assessment Update	RAG Status
		highlight both the general financial position of the GLL contract and the financial impact of Covid-19. A monthly meeting between Council senior accountants and GLL has been introduced based on an open-book approach in response to financial risks linked to Covid-19.	Council's performance management framework with new steps included in the Directorate Delivery Plan enabling performance and risks to be reported as part of the corporate quarterly performance reporting. Updates are now presented to SMT and regular reports are made to Cabinet to raise awareness of issues and opportunities. Pre decision scrutiny is undertaken by Scrutiny Committee on Cabinet reports and an annual report at the end of the financial year will also be presented to Scrutiny Committee.		

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**13 DECEMBER 2021**

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**FORWARD WORK PROGRAMME**

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**Purpose of the Report**

1. To enable Members of the Committee to agree a Forward Work Programme covering January 2022- March 2022, for publication on the Council's website.

**Background**

2. As part of the Council's response to the Wales Audit Office report '*Overview and Scrutiny - Fit for the Future?*' (July 2018), the Head of Democratic Services has introduced publication of the Committee's "Forward Work Plan" (FWP) on the Council's internet site.<sup>1</sup>
3. The next published FWP will cover the period January 2022 – March 2022. At this meeting, Members are asked to consider the information set out in **Appendix A** and agree for this to be published, subject to any amendments agreed at this meeting.

**Way Forward**

4. Members will have the opportunity to discuss the information provided in **Appendix A** and agree whether any amendments are required.

**Legal Implications**

5. The Scrutiny Committee is empowered to enquire, consider, review, and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct legal implications. However, legal implications may arise if and when the matters under review are

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<sup>1</sup> Available at: <http://cardiff.moderngov.co.uk/mgListPlans.aspx?RPId=142&RD=0&LLL=0>

implemented with or without any modifications. Any report with recommendations for decision that goes to Cabinet/Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal powers of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Scrutiny Procedure Rules; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

### **Financial Implications**

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

### **Recommendation**

The Committee is recommended to consider the Committee Forward Work Plan attached at **Appendix A**, agree any amendments required and approve for publication on the Council's internet.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**7 December 2021**

# Economy and Culture Scrutiny Committee – Forward Work Programme January – March 2022

Subject to review due to the ongoing Coronavirus pandemic.

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

## 19 January 2022

### GLL Local Partnerships Report

To carry out pre-decision scrutiny of a report to Cabinet on the Local Partnerships Report on Greenwich Leisure Limited (GLL), which operates the Better leisure centres in Cardiff.

#### Invitees

Cabinet Member, Culture and Leisure  
Director of Economic Development  
Operational Manager – Sport, Leisure and Development  
Local Partnerships

### Physical Activity and Sport Strategy

To carry out pre-decision scrutiny of a report to Cabinet on the proposed physical activity and sport strategy.

#### Invitees

Cabinet Member, Culture and Leisure  
Director of Economic Development  
Operational Manager – Sport, Leisure and Development  
Cardiff Metropolitan University - Sport Cardiff

### Atlantic Wharf – Update including Red Dragon Centre Business Case

To carry out pre-decision scrutiny of a report to Cabinet that presents the business case for the future of the existing and new Red Dragon Centre.

#### Invitees

Cabinet Member, Investment and Development  
Director of Economic Development  
Operational Manager, Major Projects

### ISV Velodrome Update

To carry out pre-decision scrutiny of the report to Cabinet.

#### Invitees

Cabinet Member, Investment and Development  
Director of Economic Development  
Operational Manager, Major Projects

### City Centre Recovery Strategy

To carry out pre-decision scrutiny of the report to Cabinet.

#### Invitees

Cabinet Member, Investment and Development  
Cabinet Member, Transport, Planning and Sustainability  
Director of Economic Development  
Director of Planning, Transport and Environment

21 February 2022

#### Corporate Plan 2022-2025 and Budgetary Proposals

To scrutinise those sections of the Council's draft Corporate Plan and draft Budget Proposals that relate to the portfolios and service areas that fall within the remit of this Committee, prior to these being considered by Cabinet.

Invitees

Leader

Cabinet Member Finance, Modernisation and Performance

Cabinet Member, Culture and Leisure

Cabinet Member, Investment and Development

Cabinet Member, Communities and Housing

Cabinet Member, Education and Lifelong Learning

Corporate Director, Resources

Director of Economic Development

Director, Adults, Housing and Communities

Head of Finance

09 March 2022

#### ISV Multi Storey Car Park Update

To carry out pre-decision scrutiny of the report to Cabinet.

Invitees

Cabinet Member, Investment and Development

Director of Economic Development

Operational Manager, Major Projects

#### Allotment Strategy

To carry out pre-decision scrutiny of the report to Cabinet.

Invitees

Cabinet Member, Culture & Leisure

Director of Economic Development

Operational Manager, Parks and Cardiff Harbour Authority

#### Dumballs Road Compulsory Purchase Order

To carry out pre-decision scrutiny of a report to Cabinet regarding a Compulsory Purchase Order at Dumballs Road.

Invitees

Cabinet Member, Investment and Development

Director of Economic Development

Operational Manager, Major Projects

#### Tourism Strategy Update

To carry out policy review scrutiny, including response to covid pandemic impact on tourism sector.

Invitees

Cabinet Member, Investment and Development

Director of Economic Development

Operational Manager, Tourism and Economic Development

**CYNGOR CAERDYDD  
CARDIFF COUNCIL****ECONOMY & CULTURE SCRUTINY COMMITTEE****13 December 2021**

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**CARDIFF CAPITAL REGION CITY DEAL JOINT OVERVIEW & SCRUTINY  
COMMITTEE: UPDATE**

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**Background**

1. This report provides Members with an update on meetings of the Cardiff Capital Region City Deal (CCRCD) Cabinet since September 2020 and details of the CCRCD Joint Overview & Scrutiny Committee (JOSC).
2. Members have received updates and hyperlinks to meeting papers and minutes for previous meetings, with the last update provided at Committee in September 2020.

**CCRCD Cabinet**

3. Since September 2020, the CCRCD Cabinet has met remotely seven times and twice in a hybrid meeting. The agenda and papers for these meeting are available here: [Governance Papers - Cardiff Capital Region](#)
4. These meeting considered the following items:  
14 September 2020 (remote)
  - a. Quarter 1 Performance Report
  - b. Month 4 Budget Monitoring Report
  - c. Homes for all the Region
  - d. Challenge Fund
  - e. Regional Business Council and Regional Business Engagement Review
  - f. Gateway Review
  - g. Investment Panel

19 October 2020 (remote)

- a. Regional Economic Growth Partnership – Evaluation & Evolution
- b. Challenge Fund

16 November 2020 (remote)

- a. Audited Statement of Accounts and Annual Governance Statement
- b. Gateway Review Final Evaluation Report

7 December 2020 (remote)

- a. Month 7 Budget Monitoring Report
- b. Quarter 2 Performance Report
- c. Strategic Business Plan 2021-26 and Annual Business Plan 2021-2022
- d. Corporate Joint Committees
- e. Towards an Energy Strategy and Implementation Plan
- f. Regional Transport Authority – preparing for the future
- g. Investment Panel – update
- h. Outdoor Adventure Tourism – Full Business Case

15 March 2021 (remote)

- a. Month 10 Budget Monitoring Report
- b. Quarter 3 Performance Report
- c. Proposed 2021/22 Joint Committee Revenue Budget and revised City Deal Office operating structure
- d. Regional Transport Authority – Revisions to Metro Plus Programme
- e. Homes for all the Region – proposed shortlist for Viability Gap Fund
- f. Investment Prospectus ‘Prosperity in our Place’ and Strategic Rail Priorities
- g. Self-Evaluation of Investment and Intervention Framework
- h. Governance Update – future programme monitoring and reporting
- i. Investment Panel update
- j. Strategic Premises Fund



24 May 2021 – AGM – (remote)

- a. Election of Chair – Cllr Anthony Hunt
- b. Election of Deputies – Cllr Richard John, Cllr Phillipa Marsden, Cllr Huw Thomas
- c. Updated Regional Cabinet Portfolios, Forward Planner, and Key Milestones 2021-22
- d. Outcome of UK Government Gateway Review
- e. Investment Panel update

28 June 2021 (hybrid meeting)

- a. Audit Wales Annual Audit Plan
- b. 2020-21 Draft Statement of Account and draft Annual Governance Statement
- c. Joint Committee Revenue Budget Final Outturn Position
- d. Quarter 4 Performance Report
- e. Developing a framework for Risk Management
- f. Energy Strategy – Implementation Priorities 2021/22 and embracing the race to zero
- g. Proposal for MIPIM 2022
- h. Investment Panel Update
- i. CSC Foundry Limited – Annual Business Plan and Annual Update Report

20 September 2021 (remote)

- a. Month 5 Budget Monitoring Report
- b. Quarter 1 Performance Report
- c. Establishment of Corporate Joint Committees – preferred governance & delivery option and transition model
- d. Ultra-Low Emissions Vehicles Strategy report and progress update
- e. Investment Panel Update

29 November 2021 (hybrid)

- a. Statement of Accounts and Annual Governance Statement
- b. Month 7 Budget Monitoring Report

- c. Quarter 2 Performance Report
  - d. Western Gateway report
  - e. ECO Flex – local authority flexible eligibility energy company obligation
  - f. Homes for all the Region – final shortlist – Viability Gap Fund
  - g. Enterprise Risk Management Policy
5. The next scheduled meeting of the CCRCD Cabinet is on 13 December 2021.

### **Joint Overview & Scrutiny Committee (JOSC)**

6. The JOSC has met five times, remotely, since September 2020, as set out below. The agenda and papers for these meeting are available here:  
[Monthly meetings calendar - November 2021 - Rhondda Cynon Taf County Borough Council \(moderngov.co.uk\)](#)

#### 11 September 2020

- a. Governance Arrangements for the JOSC – discussion re terms of reference and Forward Work Programme
- b. Status Update Report March – September 2020 – report of the Cardiff Capital Region City Deal Director.

#### 18 December 2020

- a. Governance Arrangements for the JOSC – agreed changes to terms of reference re membership and quorum
- b. Gateway Review – report of the Cardiff Capital Region City Deal Director
- c. Forward Work Programme

#### 26 February 2021

- a. Regional Transport Authority – report of Frontline Services Director, Rhondda Cynon Taff Council
- b. Forward Work Programme

#### 2 July 2021

- a. Work programme
- b. Housing Development Programme

#### 1 October 2021

Meeting cancelled as would not be quorate

#### 14 October 2021

Meeting cancelled as would not be quorate

#### 4 November 2021

- a. Quarter 1 Performance Report
- b. Corporate Joint Committees - Verbal Update.

7. The Governance arrangements for the JOSC, discussed and agreed in September and December 2020, included:
  - a. Reviewing the Committee's Terms of Reference
  - b. Reducing the quorum from seven members to six members
  - c. Including Deputy Members in the quorum, if the substantive member is absence, and enabling them to take forward the voting rights at Committee if the substantive Member was absent.
8. The next meeting of the JOSC is scheduled for 13 January 2022.

### **Way Forward**

11. During their meeting, Members will have the opportunity to note the update provided re the CCRCD Cabinet and Joint Overview and Scrutiny Committee.

### **Legal Implications**

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

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

### **Financial Implications**

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

### **RECOMMENDATIONS**

The Committee is recommended to note the update provided on the CCRCDC Cabinet and Joint Overview and Scrutiny Committee.

**Davina Fiore**

**Director - Governance and Legal Services**

**7 December 2021**

**CYNGOR CAERDYDD  
CARDIFF COUNCIL****ECONOMY & CULTURE SCRUTINY COMMITTEE****13 DECEMBER 2021**

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**CORRESPONDENCE REPORT**

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**Background**

1. Following most Committee meetings, the Chair writes a letter to the relevant Cabinet Member or officer, summing up the Committee's comments and recommendations regarding the issues considered.
2. At the Committee meeting on 16 November 2021, Members received a report detailing the correspondence sent and received up to that meeting. Correspondence was sent following that meeting, and the current position is set out below:
  - i. *Response Awaited* – from Councillor Wild to the joint Scrutiny Chairs' letter following pre-decision scrutiny of '*Replacement Local Development Plan: Proposed Vision, Issues, Objectives and Integrated Sustainability Appraisal*' in September 2021.
  - ii. *Response Awaited* – from Councillor Thomas to the Chair's letter following policy development scrutiny of the '*City Recovery & Renewal Strategy Engagement Update*' in November 2021.
  - iii. *Response Not Required* – from Councillor Goodway and Councillor Bradbury to the Chair's letter following pre-decision scrutiny of the report to Cabinet titled '*Old Library & Norwegian Church*' in November 2021.
  - iv. *Response Not Required* – from Councillor Bradbury to the Chair's letter following policy development scrutiny of the *Music Strategy Update* in November 2021.
3. Copies of the public Chair's letters and responses received can be found on the Council's website page for the relevant Committee meeting, with a hyperlink provided at the top of the page, entitled '*correspondence following*

*the committee meeting*'. Copies of confidential letters have been shared with Committee Members, on a confidential basis.

### **Way Forward**

4. During their meeting, Members will have the opportunity to reflect on the correspondence update.

### **Legal Implications**

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

### **Financial Implications**

6. The Scrutiny Committee is empowered to enquire, consider, review, and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters, there are no direct financial implications at this stage. However, financial implications may arise if and when the matters under review are implemented with or without any modifications. Any report with recommendations for decision that goes to

Cabinet/Council will set out any financial implications arising from those recommendations.

## **RECOMMENDATION**

The Committee is recommended to reflect on the update on committee correspondence.

**Davina Fiore**

**Director - Governance and Legal Services**

**7 December 2021**

Mae'r dudalen hon yn wag yn fwriadol