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## AGENDA

<b>Committee</b>	ECONOMY & CULTURE SCRUTINY COMMITTEE
<b>Date and Time of Meeting</b>	WEDNESDAY, 19 JANUARY 2022, 5.00 PM
<b>Venue</b>	REMOTE MEETING VIA TEAMS
<b>Membership</b>	Councillor Howells (Chair) Councillors Henshaw, Gordon, Gavin Hill-John, Lay, Parkhill, Robson, Sattar and Stubbs

*Time  
approx.*

**1 Apologies for Absence**

To receive apologies for absence.

**2 Declarations of Interest**

To be made at the start of the agenda item in question, in accordance with the Members' Code of Conduct.

**3 Minutes (Pages 1 - 6)**

To approve as a correct record the minutes of the meeting held on 13 December 2021.

**4 City Centre Recovery Action Plan (Pages 7 - 64) 5.05 pm**

*For Members to undertake pre-decision scrutiny of the report to Cabinet*

**5 Physical Activity & Sport Strategy (Pages 65 - 102) 5.40 pm**

*For Members to undertake pre-decision scrutiny of the report to Cabinet*

**6 Community Engagement and Safety in Parks (Pages 103 - 134) 6.25 pm**

*For Members to undertake pre-decision scrutiny of the report to Cabinet*

**Comfort Break - 5 Minutes**

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

- |    |                                                                                                         |         |
|----|---------------------------------------------------------------------------------------------------------|---------|
| 7  | <b>Community Sport in Cardiff Inquiry Report</b> ( <i>Pages 135 - 184</i> )                             | 7.10 pm |
| 8  | <b>Cardiff Capital Region City Deal Joint Overview and Scrutiny - Update</b> ( <i>Pages 185 - 188</i> ) | 7.15 pm |
| 9  | <b>Correspondence</b> ( <i>Pages 189 - 192</i> )                                                        | 7.20 pm |
| 10 | <b>Urgent Items (if any)</b>                                                                            |         |
| 11 | <b>Way Forward</b>                                                                                      | 7.25 pm |
| 12 | <b>Date of next meeting - 21 February 2022, 4.30pm</b>                                                  |         |

**Davina Fiore**

**Director Governance & Legal Services**

Date: Thursday, 13 January 2022

Contact: Andrea Redmond, 02920 872434, [a.redmond@cardiff.gov.uk](mailto:a.redmond@cardiff.gov.uk)

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ECONOMY & CULTURE SCRUTINY COMMITTEE

13 DECEMBER 2021

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

49 : APOLOGIES FOR ABSENCE

Apologies had been received from Cllr Lay.

50 : DECLARATIONS OF INTEREST

Cllr Gordon declared a personal interest as she had been involved in the Severn Road Adult Community Learning Centre.

51 : MINUTES

The minutes of the meeting on 16 November 2021 were agreed as a correct record.

52 : WESTERN GATEWAY UPDATE

Members were advised that this item enabled them to receive an update on the work of the Western Gateway partnership and the proposed priorities to focus on with this work. The update provides Committee with an opportunity to input its views into the way forward, ahead of a report to Cabinet later this week.

The Chairperson welcomed Cllr Thomas – Leader; Paul Orders – Chief Executive and Gareth Newell – Head of Partnerships & Performance to the meeting.

The Chairperson invited the Leader and Chief Executive to make statements after which he asked Members for their comments, observations and questions.

Members referred to the £10k contribution made by each of the 19 members and asked how this money would be used. Members were advised that it would be used to develop an Independent Base Resource which would drive forward the work and the profile of the Western Gateway.

Members asked about potential conflicts between partners/area over schemes and monies. Officers stated that this had and would continue to happen, however it was important to remember that any investment would benefit the whole region.

It was added that the schemes/projects that Cardiff are particularly interested in are of National significance.

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.

## 53 : GLL MONITORING REPORT

Members were advised that this item was to undertake monitoring scrutiny of the Council's contract with GLL, which took over responsibility for running 8 Leisure Centres in Cardiff. This item enabled Members to evaluate the progress made in delivering the contract, including consideration of the impact of the pandemic on participation and usage rates, the capital programme, and whether there are any changes to the Council's commitments or to risks to the Council.

The Chairperson welcomed Cllr Bradbury – Cabinet Member for Culture & Leisure; Neil Hanratty – Director of Economic Development; Steve Morris – Operational Manager – Sport, Leisure & Development; Rhys Jones – GLL – Head of Service, Cardiff and Jamie Coleshill – GLL – Regional Director to the meeting.

The Chairperson invited the Cabinet Member to make a statement after which Members were provided with a presentation. Members were invited to make comments, observations and ask questions.

Members discussed the demographic profile of users and considered it was important to get the messages out to the inner-city wards that the centres are open for use, also how to get there, such as appropriate bus routes.

A discussion took place about the importance of targeting resources and communicating differently to encourage more BAME users, including the use of focus groups to determine what the barriers are and contact with BAME community leaders.

Members were pleased to hear that the centres offered casual use on a PAYG basis but noted that the membership is important for a steady income stream.

Members also stressed the importance of women only sessions and noted that there was a lot of knowledge around this within the Public Health teams.

Members considered more could be done in terms of Council Messaging for promoting the centres across all social media, including getting to the centres by public transport.

Members were concerned about further Covid restrictions being implemented or even if people chose to self-select and not use the centres during the pandemic and what this would mean for meeting targets next year. Members were advised that if further restrictions such as another lockdown were implemented then they would expect support from Central Government once again including furlough and the extension of the hardship fund. Officers explained that January was usually a huge month in terms of new memberships so they hoped that no new restrictions would be implemented. GLL has also looked at efficiencies to its cost base and has not replaced all staff that left during the pandemic.

Officers considered that the income mix going forward would look different in that there would be more exercise referrals, health memberships, hospital discharge and rehabilitation; they were working with Health colleagues on these. It was also noted that during the pandemic some people will have discovered walking, running, cycling

etc. and may not return to the centre environment; although officers had looked at the data and considered that as people like the social element of the centre, this impact had not been as bad as expected.

Members noted that it was key to attract new users through the door and establish customer confidence. They considered the focus should be on Older people, families, women and BAME users.

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.

#### 54 : AUDIT WALES REVIEW OF LEISURE - UPDATE

This item was to provide Members with an update on what has been delivered so far regarding the improvements recommended by Audit Wales, following their Review of Leisure Services in Cardiff.

The Chairperson welcomed Cllr Bradbury – Cabinet Member for Culture & Leisure; Neil Hanratty – Director of Economic Development and Steve Morris – Operational Manager – Sport, Leisure & Development for this item.

The Chairperson invited the Cabinet Member to make a statement after which Members were asked for their comments, observations and questions.

Officers informed the Committee that Local Partnerships report was due in January 2022, they had carried out a full review of contract with GLL.

Members noted that Internal Audit had also looked at this and asked if they had found any issues. Officers explained that they had not, the last report had been signed off as satisfied. Officers explained they were in discussion with Audit Wales to agree a date for a return visit.

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.

#### 55 : ADULT COMMUNITY LEARNING REVIEW/ APPROACH TO FUNDING FOR INTO WORK ADVICE SERVICES - PRE-DECISION SCRUTINY - TO FOLLOW

This item was to undertake pre-decision scrutiny of a report to Cabinet that proposes changes to adult community learning provision and seeks Cabinet endorsement for the proposed approach to future funding bids for the Into Work service.

The scope of Committee's scrutiny was to examine these proposals, whether there were any risks to the Council, the financial implications for the Council and the next steps.

The Chairperson welcomed Cllr Merry – Deputy Leader & Cabinet Member for Education & Lifelong Learning; Cllr Weaver – Cabinet Member for Finance,

Performance & Modernisation; Helen Evans – Assistant Director - Housing & Communities and Hayley Beynon – Operational Manager – Advice to the meeting.

The Chairperson invited the Cabinet Members to make statements after which Members were provided with a presentation and asked for their comments, observations and questions.

The Cabinet Member agreed to meet with Women Connect First and a member of the Committee in relation to the Severn Road Facility.

In relation to future funding, Officers confirmed they would continue to lobby Welsh Government for the best outcomes for Cardiff.

In response to a question by the Committee's Youth Council representative, officers confirmed Cardiff needs to demonstrate a collaborative, cohesive approach, working with the City Deal Regional Skills Board and Careers Wales as well as with community partners.

Members asked whether it would be possible to lever in monies from the private sector; officers explained that a nominal 'finder's fee' is currently levied for each person placed via the Council's Into Work scheme. Officers also explained that discussions were also underway with planning colleagues regarding whether it would be possible to have community benefits including jobs linked to planned developments.

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.

#### 56 : FORWARD WORK PROGRAMME JANUARY - MARCH 2022

Members were provided with the Forward Work Programme for January to March 2022.

The Principal Scrutiny outlined the Forward Work Programme to Members.

RESOLVED To approve the Forward Work Programme January to March 2022 for publication on the Council's internet.

#### 57 : CARDIFF CAPITAL REGION CITY DEAL - JOINT OVERVIEW AND SCRUTINY: UPDATE

Members were provided with an overview of the report.  
The next meeting of the CCRCD would be on 13<sup>th</sup> January 2022.

Members asked if Cllr Patel, as Cardiff Council's representative, could provide a short summary to Committee on how he feels the scrutiny is working. The Chairperson advised that Cardiff Council's Scrutiny Chairs had recently discussed the operation of the JOSOC, resulting in a letter due to be sent to the CCRCD Director detailing their concerns and suggestions for strengthening scrutiny prior to the



transfer of the JOSOC to a scrutiny committee for the new Corporate Joint Committee; this letter would be shared with Committee shortly.

58 : CORRESPONDENCE

Members were advised that there were two outstanding pieces of correspondence; one in relation to City Recovery from the Leader and one in relation to the Joint Committee on the RLDP from Cllr Wild.

59 : URGENT ITEMS (IF ANY)

None received.

60 : DATE OF NEXT MEETING - 19 JANUARY 2022 AT 4.30PM

The meeting terminated at 6.42 pm

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**19 JANUARY 2022**

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**CITY CENTRE RECOVERY ACTION PLAN: PRE-DECISION SCRUTINY**

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**Purpose of the Report**

1. To provide background information to Members to aid their scrutiny of the draft report to Cabinet titled '*City Centre Recovery Action Plan*', attached at **Appendix A**, which is due to be considered by Cabinet at their meeting on 20 January 2022.

**Scope of Scrutiny**

2. At their meeting on 20 January 2022, the Cabinet will consider an action plan that brings together and promotes key initiatives and projects for the city centre that the Council and partners will work towards over the next five years.
3. During this scrutiny, Members can explore:
  - i) The proposed City Centre Recovery Action Plan
  - ii) The proposed approach for implementing the Action Plan
  - iii) The proposed approach to monitoring implementation of the Action Plan
  - iv) The proposed approach to reviewing the Action Plan
  - v) Whether there are any financial implications for the Council
  - vi) Whether there are any risks to the Council
  - vii) The timeline and next steps for delivering the City Centre Recovery Action Plan
  - viii) The recommendations to Cabinet.

## Background

4. In December 2021, Cabinet agreed the '*Greener, Fairer, Stronger City Recovery and Renewal Strategy*', which seeks to respond to the post pandemic needs of the city.
5. The Strategy includes *Key Mission 1: Reimagine the City Centre*. Cardiff City Centre accounts for circa 70,000 jobs, employing residents and commuters from across the region. The Strategy argues the city centre affords opportunities to support a more productive and sustainable economic recovery, and outlines the following key priorities for the mission:
  - *'Make sure our city centre is safe, clean, welcoming, and attractive for people of all ages and backgrounds.*
  - *Accelerate the completion of the central business district to support continued jobs growth.*
  - *Support existing businesses to grow and become more productive.*
  - *Improve existing - and establish new – public squares, streets, green spaces, and open up our waterfront.*
  - *Take a more direct role in managing the future of the city centre to reflect the needs of residents, workers, businesses, and visitors.*
  - *Put culture and arts at the centre of the recovery, embracing the role the sector plays in shaping our city centre.*
  - *Create a city centre that is fully accessible to all ages and people of disabilities, underpinned by a fully integrated transport system.'*
6. The draft report to Cabinet entitled '*City Centre Recovery Action Plan*' is attached at **Appendix A** and has **one** appendix:
  - **Appendix 1** – City Centre Recovery Action Plan.
7. The report to Cabinet states that the *City Centre Recovery Action Plan*, attached at **Appendix 1**, sets out how Key Mission 1 will be delivered.

## Issues identified in the Cabinet Report

8. At **point 9**, the report to Cabinet highlights the key role of Cardiff City Centre to residents, visitors, businesses, and Wales as a whole, namely:
  - i. Crucial to our identity – it matters to residents, and it provides meeting and socialisation space for residents, visitors, and businesses.
  - ii. Essential to Climate Emergency response - as the most accessible location in the city, the focus of public transport and active travel networks, it supports the most efficient low carbon focus of the city.

- iii. Essential to business – as a location, a place for meetings and interaction, and as a key source of brand recognition.
- iv. Provides Wales's best opportunity to address productivity gap. Increased hybrid working is both an opportunity and threat. Dr Tim Williams recent work identifies that smaller cities such as Cardiff could benefit from a move away from the world's megacities.

9. **Point 11** of the report to Cabinet sets out that there are nine key themes to the action plan, which respond to the priorities set for Key Mission 1 in the Recovery Strategy. The nine key themes are:

- i) A Fully Curated City Centre – clean, safe, attractive, well managed for all
- ii) A Dynamic Business and Employment Hub
- iii) A World Class Transport Network
- iv) A City Centre of World Class Urban Design and Public Realm
- v) A Green and Biodiverse City Centre
- vi) A Blue City Centre of Rivers and Canals
- vii) A Great Inclusive Place to Live and Play
- viii) A City Centre of Culture and Animation
- ix) A Great Quality Experience for Visitors.

10. The report to Cabinet states, at **point 11**, that the '*action plan does not seek to replicate existing work, but rather bring about improvements in the way the city centre operates both now and in the future, by bringing together the range of city centre activities into a single five-year plan.*'

11. **Point 12** of the report to Cabinet highlights the need to establish a stable and robust funding regime and that this will need to be considered in the context of wider corporate and directorate commitments, the need for value for money services, and robust business planning. The report to Cabinet highlights previous success in working in partnership with private, voluntary, and other public sector organisations on city transformation projects such as St David's Centre and the Principality Stadium. Please see point 13, below, for further financial implications information.

### **Consultation**

12. **Point 15** of the report to Cabinet summarises the findings of the Engagement exercise undertaken over Summer 2021 and states this has been incorporated into the preparation of the City Centre Recovery Action Plan.

**13. Financial Implications** are set out at **Point 18** and highlight:

- i) where funding for initiatives in the Action Plan has not been identified, the development of robust business cases will need to be considered prior to implementation, and to assist the Council budget setting process for 2022/23.
- ii) If funding gaps are identified, consideration should be given to the likelihood of successfully obtaining external funding and the timing of costs incurred
- iii) If costs go beyond 2022/23, they should be contained and considered in the Medium Financial Plan and the overall strategy for financial resilience
- iv) Robust risk registers should be held at the appropriate level with regular review to ensure risks remain appropriate and mitigations are in place and developed.

**14. Legal Implications** are set out at **Points 19-34** and include:

- i) Legal Advice should be obtained on each scheme and initiative prior to being implemented
- ii) That it is necessary to follow appropriate statutory processes for any of these schemes or initiatives that depend on the making of orders or obtaining of consents
- iii) It is important all feedback has been duly considered
- iv) That the delegation to the Directors of Economic Development and Planning, Transport and Environment is a wide delegation
- v) That the Council must comply with Contract Standing Orders and Procurement rules and procurement legislation
- vi) That decision maker needs to be satisfied the proposals can be achieved within the budgetary and policy framework
- vii) That the Council must satisfy its duties under the Equalities Act 2010, public sector duties, Welsh Language (Wales) Measure 2011 and Welsh Language Standards, and Wellbeing of Future Generations (Wales) Act 2015, including sustainable development principle

- viii) That an Equalities Impact Assessment should be carried out and the decision maker have due regard to this when making its decision.

15. **HR Implications** are set out at **Point 35** and state that there are no direct HR implications from the report and action plan.

16. **Property Implications** are set out at **Point 36** and state that there are no direct property implications from the report and that it is important to understand the significant impact property may have either to deliver or support the delivery of the City Centre Recovery Action Plan. As such, the report states that any proposals requiring the use of Council assets or property transactions should be undertaken in consultation with Strategic Estates.

### **Proposed Recommendations to Cabinet**

17. The report to Cabinet contains the following recommendations:

- i) *'approve in principle the City Centre Recovery Action Plan: and*
- ii) *delegate decisions to the Director of Economic Development and the Director of Planning, Transport & Environment in consultation with the Cabinet Member Investment and Development, Cabinet Member Strategic Planning and Transport, Cabinet Member Finance, Modernisation and Performance, s.151 Officer and Director Governance and Legal Services to bring together and promote key initiatives and programmes that the Council and partners will work towards over the next five years, subject to any proposals being within the budget and policy framework.'*

### **Overview of City Centre Recovery Action Plan**

18. The proposed City Centre Recovery Action Plan is attached at **Appendix 1** of the report to Cabinet. **Page 6** sets out the key trends shaping renewal, including:

- i) Successful city centres are great destinations – people want to be there

- ii) Curation and partnership management - of the city centre is important
- iii) New work/ life balance – growth in hybrid agile working, need for flexible space and travel
- iv) Events and Outside Spaces – creating experiences that bring people back together
- v) The Local Rediscovered – City Centre needs to work in tandem with 15-minute neighbourhoods
- vi) Climate Emergency – make city centre more resilient and contribute to making Cardiff carbon neutral
- vii) Fundamental Public Equality – city centres need to engage and welcome all ages and abilities
- viii) Active Travel and Public Transport – reassert role of pedestrian and cycling environment.

19. **Page 8** of Appendix 1 provides brief details of work in city centres in Birmingham, Liverpool, Manchester, and Nottingham, citing these as UK exemplars.

20. **Pages 12 – 28** are set out by the nine key themes and include the following ‘We Will’ actions:

- i) A Fully Curated City Centre – We will:
  1. Establish effective curation/management resources. Take a more direct role in proactively managing and coordinating the future of the city centre to reflect the needs of residents, workers, businesses and visitors.
  2. Establish effective partnerships with the Business Improvement District and key partners including residents.
  3. Make the city centre clean, safe, green and well maintained a core priority.
  4. Develop a clear five-year plan and vision for the city centre to coordinate:
    - Public, open and green spaces,
    - Events, markets and street animation into a year-round programme,
    - City centre marketing and branding,
    - All licensing regimes.
  5. Create an integrated city centre funding programme to support the key actions in this plan.
  6. Work with community safety partners to make the city centre feel safer for families, women and visitors.
  7. Establish high quality design standards for shop frontages, public spaces, street furniture and all aspects of the environment.



ii) **A Dynamic Business and Employment Hub – We Will:**

1. Create a world class destination business city centre, with a selection of high quality, sustainable, innovative and flexible office and co-working spaces that attract and grow knowledge-based businesses.
2. Develop proposals for meanwhile uses and incubation spaces, providing a dynamic approach to ensuring that empty units, retail and office spaces are used productively.
3. Support the development of more flexible and low-cost space to help indigenous and independent businesses grow and become more productive.
4. Develop a 'smart city' digital infrastructure programme.
5. Develop a business events strategy that showcases the city's competitiveness and establishes a programme of activity.
6. Seek to expand the city centre's designation to be better integrated with Cardiff Bay and key locations such as Tudor Street, James Street and Newport Road.
7. Develop proposals for and complete major developments in the 'Central Business District' (CBD), including at:
  - Central Square
  - Central Quay
  - Callaghan Square
  - The Canal Quarter
  - Cardiff Bay

iii) **A World Class Transport Network – We Will:**

1. Work with partners to complete the Central Square Transport Interchange and upgrade the Cardiff Central (Metro Central), Queens Street and Cathays railway stations, delivering high quality accessible 'gateway' entrances into the city centre.
2. Deliver plans for a new Metro tram link between the city centre and Cardiff Bay, including the provision of new station facilities at Cardiff Central and Pierhead Street, as the first phase of the development of Cardiff Crossrail. Phase 2 will then continue to Newport Road and Roath Basin.
3. Create an enlarged 'clean air' pedestrian and active travel core to the city centre to be developed alongside the new transport interchange delivery.
4. Connect the city centre with high quality segregated cycle and bus networks. Develop new 'bus hubs' in key locations at Greyfriars Road, Churchill Way and Pierhead Street.
5. Integrate high quality visitor services and tourist information into new transport facilities, including the Transport Interchange and Metro Central.
6. Develop a new city centre taxi/loading/parking masterplan.
7. Open up access to and the use of the River Taff as a transport corridor, including developing proposals for three new walking/ cycling bridge crossings at Central Quay, The Embankment and Channel View to improve integration with nearby residential areas.
8. Make Cardiff an exemplar for zero carbon transport including electric vehicle (EV) charging and EV public transport throughout the city centre.

- iv) **A City Centre of World Class Urban Design and Public Realm – We Will:**
1. Prepare a streetscape design guide for the city centre, consolidating and updating existing guidance to ensure that new and existing streets, spaces and buildings are developed to high quality architecture, landscape and biodiversity standards.
  2. Develop a programme of streetscape enhancements to upgrade and declutter, creating streets and spaces that are safer, more attractive and more accessible for all users.
  3. Encourage commercial premises to upgrade building/shop frontages and to raise design standards, focusing on historic buildings and Conservation Areas (e.g. Castle Street frontages).
  4. Regenerate Cardiff Market as a great destination linked to the network of historic arcades.
  5. Create a new Capital City High Street with an enhanced public realm, including greening, art, wayfinding and amenity spaces, following the historic central 'spine' from Cardiff Castle, through High Street/St Mary Street, Callaghan Square and Lloyd George Avenue, terminating at Cardiff Bay and the Docks.
  6. Develop proposals for new landmark squares and public spaces at the Canal Quarter, Callaghan Square, Central Quay, University/ Cultural Quarter, The Embankment, Mount Stuart Square, Boulevard de Nantes and Westgate Street.
- v) **A Green and Biodiverse City Centre – We Will:**
1. Better integrate existing major parks (Bute Park/Cathays Park) and green spaces with the core of the city centre through traffic calming measures and improved pedestrian connectivity, including through the Castle grounds and its west/ clock tower gate.
  2. Seek to keep the Castle grounds open as a public green space.
  3. Develop a green asset plan and work with partners to fully green the city centre (contributing towards Coed Caerdydd) through large scale interventions such as street greening, increased tree planting and the installation of green roofs/ walls on new/redeveloped buildings, through to smaller scale works such as the inclusion of planters in all street cafés.
  4. Work with partners and developers to deliver a network of new public green spaces across the city centre, including developing major new parks at: Callaghan Square, Lloyd George Avenue and the Taff River Embankment.
  5. Turn grey areas of impermeable paving green (and blue) through the increased provision of rain gardens/sustainable urban drainage systems (SuDs) as part of a comprehensive programme of retrofitting across the city centre. Develop new landmark schemes like the award winning Greener Grangetown in the city centre, Riverside and Cathays.

- vi) **A Blue City Centre of Rivers and Canals – We Will:**
1. Create tourism/visitor active travel trails along and around Cardiff Bay, the rivers Taff, Rhymney and Ely, Cardiff Lakes (Roath Lake and Llanishen/Lisvane Reservoirs), the Dock Feeder Canal and the Coastal Path.
  2. Work with partners and developers to deliver a network of new public waterfront corridors across the city centre, including developing major new water parks at:
    - The Canal Quarter (along Churchill Way)
    - Lloyd George Avenue (returning the Bute Dock West Canal)
  3. Create new river bridges at: Channel View, The Embankment (Dumballs Road), Central Quay and Ely Mill. Deliver a new multimode road bridge at Llanrumney (Ball Road). Refurbish Black Weir Bridge.
  4. Explore the opportunity to create ‘continental style’ waterfront open spaces at Cardiff Bay, Channel View and Black Weir Bridge.
  5. Develop a 10-year river, water and flood plan for the city centre to help ensure that it is resilient to flood risk and also maximises access to the great existing and new water opportunities across the city.
- vii) **A Great Inclusive Place to Live and Play – We Will:**
1. Seek to provide a wider range and choice of family accommodation across the city centre/Bay with supporting facilities.
  2. Establish a regular engagement partnership with residents and user groups.
  3. Commit to making the city centre safer, cleaner, welcoming and more attractive for people of all ages and backgrounds.
  4. Develop an equalities and all ages access strategy, supporting the city’s Age Friendly City strategy.
  5. Work with the Welsh Government’s Transforming Towns programme to support in city centre regeneration schemes, street frontage improvements and public space enhancements.
  6. Develop a fully child friendly city centre including the provision of play opportunities in new public spaces.
  7. Create great food destinations, with high quality street markets, restaurants, cafes, shops and supporting infrastructure.
  8. Develop a range of quieter seating areas and family/play spaces.

- viii) A City Centre of Culture and Animation – We Will:
1. Develop a new ‘home grown’ events strategy and place animation programme.
  2. Develop proposals for a new creative hub in the city centre to support production and performance.
  3. Develop new city centre and Bay art/cultural centres.
  4. Establish a city cultural festival, scoping a quality International Festival of Street Art.
  5. Develop Womanby Street as a new music quarter to celebrate its significance as Cardiff’s most loved music street.
  6. Establish a city centre artist in residence programme.
  7. Develop creative uses in meanwhile spaces, taking a dynamic approach to repurposing empty shops for artist activity where possible to ensure that empty spaces are used productively.
  8. Establish public spaces that can accommodate outdoor events as part of new developments.
- ix) A Great Quality Experience for Visitors – We Will:
1. Establish a clear ‘Visit Cardiff’ brand, bringing together key stakeholders such as FOR Cardiff and Visit Cardiff Network members, to ensure there is a cohesive approach to marketing and promotion through one place brand for the city.
  2. Explore the potential of a transport and attractions visitor card.
  3. Promote free access activities within the city centre such as public art and heritage trails.
  4. Progress key campaigns to help raise the profile of the city including Christmas, a waterfront city, major events and the Cardiff Music City brand.
  5. Promote the city centre’s unique assets including Cardiff Castle, Cardiff Market, its Victorian arcades and sports/cultural venues.
  6. Build on visitcardiff.com and associated social media platforms to expand digital reach.
  7. Encourage more business events of all sizes in the city centre to attract more weekday visitors and promote the city centre as a competitive business location.

## **Previous Scrutiny**

21. This Committee undertook policy development scrutiny of the draft ‘*Greener, Fairer, Stronger City Recovery and Renewal Strategy*’, in May 2021. Following this scrutiny, the Chair, Councillor Nigel Howells, wrote to Councillor Huw Thomas, Leader, noting some of the points made at the meeting and stating that

Committee was pleased consultation would be used to finesse the final strategy. This letter is attached in full at **Appendix B**. The recommendation regarding including the Wales Coastal Path in the Strategy was accepted.

22. This Committee received an update on the findings of the Engagement Exercise, in November 2021. Following this scrutiny, the Chair, Councillor Nigel Howells, wrote to Councillor Huw Thomas, Leader, noting some of the points made at the meeting and requesting further information. This letter is attached in full at **Appendix C**, along with the response to the letter, received on 15 December 2021.

### **Way Forward**

23. Councillor Huw Thomas (Leader) and Councillor Caro Wild (Cabinet Member – Strategic Planning and Transport) will be invited to make a statement. Andrew Gregory (Director of Planning, Transport and Environment), Michael Barnett (Principal Planner - Placemaking) and Jon Day (Operational Manager – Economic Policy & Tourism) will attend to give a presentation. The whole panel will be available to answer Members' questions.

### **Legal 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 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**

25. 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 20 January 2022, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**13 January 2022**

**BY SUBMITTING THIS REPORT TO THE CABINET OFFICE, I, (ANDREW GREGORY) (DIRECTOR PLANNING, TRANSPORT AND ENVIRONMENT) AM CONFIRMING THAT THE RELEVANT CABINET MEMBER(S) ARE BRIEFED ON THIS REPORT**

**CARDIFF COUNCIL  
CYNGOR CAERDYDD**

**CABINET MEETING:**

**20<sup>th</sup> January 2021**

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**CITY CENTRE RECOVERY ACTION PLAN**

**CABINET PORTFOLIO:  
ECONOMIC DEVELOPMENT (Councillor Goodway)  
TRANSPORT & STRATEGIC PLANNING (Councillor Wild)  
AGENDA ITEM:**

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**Reason for this Report**

1. To approve the City Centre Recovery Action Plan, which outlines key initiatives and programmes that the Council and partners will work towards over the next five years as the city centre emerges from the Covid-19 pandemic to create long-term prosperity.
2. To respond to the Greener, Fairer, Stronger City Recovery and Renewal Strategy (November 2021), Key Mission 1: Reimagine the City Centre.

**Background**

3. The Covid pandemic has had a significant impact on UK city centres, where at the peak of the restrictions almost all economic activity was stalled. Furthermore, trends that we were experiencing before the pandemic, such as the increasing prevalence of online retail, and the emerging model of hybrid working, have only been accelerated.
4. During the pandemic the city responded by putting in place measures to support city-centre businesses, specifically with the aim of maintaining future levels of employment given that the city centre accounts for circa 70,000 jobs in total. This included the creation of socially distanced public spaces, and closer city centre management among others. Additionally, the Council undertook measures to promote the city in a safe way as restrictions eased.

5. The Council also undertook an exercise to consider its development priorities in the post-COVID economy. As part of this work Dr Tim Williams, a leading city expert, was commissioned to undertake a review of the expected impact of the legacy of the pandemic on cities, and to consider that in the context of Cardiff. This work, as well as local research and an engagement exercise including residents, businesses and representative organisations contributed to the development of *Greener, Fairer, Stronger*, the city's recovery strategy that was approved by Cabinet at its December 2021 meeting.
6. The *Greener, Fairer, Stronger* outlined a number of key missions that underpinned the city's recovery strategy, namely:
  - Mission 1: Reimagine the city centre
  - Mission 2: A City for Everyone
  - Mission 3: A 15 Minute City
  - Mission 4: Culture and sport-led renewal
  - Mission 5: Tech City
  - Mission 6: One Planet Recovery
7. This report considers the first mission: *Reimagine the city centre*. This mission was considered critical in the strategy given the scale of jobs supported by the city centre, as well as the opportunities it afforded to support a more productive and more sustainable economic recovery. Notably the report including a number of key priorities for the mission, which were to:
  - Make sure our city centre is safe, clean, welcoming and attractive for people of all ages and backgrounds.
  - Accelerate the completion of the central business district to support continued jobs growth.
  - Support existing businesses to grow and become more productive.
  - Improve existing - and establish new – public squares, streets, green spaces and open up our waterfront.
  - Take a more direct role in managing the future of the city centre to reflect the needs of residents, workers, businesses and visitors.
  - Put culture and arts at the centre of the recovery, embracing the role the sector plays in shaping our city centre.
  - Create a city centre that is fully accessible to all ages, and people of disabilities underpinned by a fully integrated transport system.
8. The City Centre Recovery Action Plan sets out the Action Plan for delivering the *Reimagine the city centre* mission.

## Issues

9. As the city emerges from the pandemic it is essential that we consider the steps needed to support the recovery, and new ways of working, whilst at the same time recognising that we need to support a more productive, equitable and sustainable recovery. In this regard, following development



of the *Greener, Fairer, Stronger* report the City Centre Recovery Action Plan has been developed in line with the strategic priorities of the *Reimagine the city centre* mission. The action plan builds on the recovery work and identifies a number of key issues to be noted, including:

- i. City Centres are crucial to community, cultural and social identity. In the middle of the pandemic the actions taken in the city centre were seen as important to the wider city community. The state and health of the city centre and local centres matter to residents and is critical to the identity of Cardiff. In addition, it provides crucial meeting and socialisation space for residents, visitors and businesses.
  - ii. The City Centre is also essential to Cardiff's' response to the Climate Emergency, the One Planet Strategy and the 10 yr. Transport Strategy. The centre is the most accessible location in the city, the focus of public transport and active travel networks, and as such supports the most efficient low carbon focus of the city.
  - iii. The City Centre is also essential to business, both in terms of a location for many large and small employers but also a place for meetings and interaction, many supporting hospitality industries, and finally as a key source of brand recognition.
  - iv. The city centre also provides Wales' best opportunity in addressing its significant productivity gap with the UK, with a widely recognised weakness in the Welsh economy that it fails to deliver the benefits that accrue from agglomeration associated with knowledge-based businesses. The onset of increased hybrid working provides both an opportunity and threat in this area. Specifically, the work undertaken by Dr Tim Williams identified that smaller cities such as Cardiff could benefit from a movement away from the world's megacities.
10. The recovery strategy notes that we must maintain the momentum of our current projects, driving direct jobs through construction, but also improving our overall city infrastructure in the long term. In addition, the maintenance of the city centre in terms of cleanliness, public safety, air quality, street greening and overall appearance and quality is consistently recognised as critical to users. Also, the response to shape the long-term future of the city centre needs to include measures to re-activate the night-time economy, to improve the cultural offer, animate public spaces and diversify public transport options.
11. The Action Plan also recognises that over the longer term, cities will need to respond to this challenge by taking a more active role in the management of their centres. This enhanced proactive management role is termed 'curation'. The action plan does not seek to replicate existing work, but rather bring about improvements in the way the city centre operates both now and in the future. By bringing together the range of city centre activities into a single five-year plan. There are nine key themes to the action plan:

- i. A Fully Curated City Centre – clean, safe, attractive, well managed for all
  - ii. A Dynamic Business and Employment Hub
  - iii. A World Class Transport Network
  - iv. A City Centre of World Class Urban Design and Public Realm
  - v. A Green and Biodiverse City Centre
  - vi. A Blue City Centre of Rivers and Canals
  - vii. A Great Inclusive Place to Live and Play
  - viii. A City Centre of Culture and Animation
  - ix. A Great Quality Experience for Visitors
12. Furthermore, it is considered essential to establish a stable and robust funding regime in terms of revenue and capital. This will clearly need to be considered in the context of wider corporate and directorate commitments and the need for value for money services and robust business planning. In this regard, a key recognition is that the most successful cities will those that are able to develop and sustain highly successful city centres.
13. Cardiff has a strong tradition of working in partnership with private, voluntary and other public sector organisations to achieve this ambition. Over recent years major projects such as St David's Centre, the Principality Stadium and more have been developed to assist in transforming the city.
14. However, notwithstanding the high quality of management and programmes in place, this plan recognises the fact that city centres across the UK are facing a potential crisis and more will need to be done to ensure not just long-term stability but success.

## **Consultation and Engagement**

15. In May 2021 Cabinet resolved that the draft 'Greener, Fairer, Stronger City Recovery and Renewal Strategy' (focusing on how the city should respond to the global pandemic) be approved for engagement purposes. This engagement process was undertaken during the summer, with the results being reported to Cabinet in December. Mission 1 related to the reimagining of the city centre post pandemic. Feedback from the engagement process is summarised below and has been incorporated into the preparation of the City Centre Recovery Action Plan:
- Cleanliness, safety and accessibility were key issues raised in both engagement sessions and the survey feedback.
  - Investment in public open space, including green space, was welcomed by all groups.
  - Transport remains a critical component of the city centre.
  - Recruitment and skills issues were raised as important issues in the business engagement sessions.
  - Supporting local home grown businesses was also seen as a way of making the city centre more interesting.
  - There were some differing views regarding transport, with support for improved cycle infrastructure, whilst some were advocating for improved road infrastructure.

- Responses also showed conflicting views regarding development, with some raising concerns over city centre developments.

### **Reason for Recommendations**

16. To provide an action plan that brings together and promotes key initiatives and projects that the Council and partners will work towards over the next five years as the city centre emerges from the Covid-19 pandemic.
17. To respond to the Greener, Fairer, Stronger City Recovery and Renewal Strategy (November 2021), Key Mission 1: Reimagine the City Centre.

### **Financial Implications**

18. The report sets out an Action Plan to Reimagine the City Centre which will include a number of actions and priorities. Where funding for these initiatives has not been identified then the development of robust business cases, including fully costed option appraisals, will need to be considered prior to the implementation of any of these initiatives. This will be necessary in order to assist the Council budget setting process for 2022/23, for both Revenue and Capital budgets, and to ensure that appropriate levels of funding are in place and initiatives are affordable. In the event of any funding gaps being identified, then consideration should be given to the likelihood of successfully obtaining external funding and the timing of the costs incurred. Where actions and priorities have been identified as requiring additional costs beyond 2022/23 then those matters should be contained and considered within the overall Medium Financial Plan and the Council's overall strategy for financial resilience. Robust risk registers should be held at the appropriate service / project / programme level with a regular review in order to ensure that risks remain time appropriate along with the right risk mitigations being in place and being developed.

### **Legal Implications (including Equality Impact Assessment where appropriate)**

19. The report seeks approval of the City Centre Recovery Action Plan. Legal Services have not considered the Action Plan in detail but understand that the plan contains a number of potential schemes and initiatives. Legal advice should be obtained on each such scheme and initiative prior to being implemented to ensure the same can be achieved within legal constraints.
20. It is understood that the Action Plan incorporates feedback received from an "engagement process" undertaken. It should be noted that such engagement (consultation) gives rise to a legitimate expectation that the outcome of the consultation will be taken into account in determining the way forward. Accordingly, it is important that all feedback has been duly considered.

21. It is noted that the report recommends that matters be delegated to the Directors of Economic Development and Planning, Transport & Environment. This is a wide delegation.
22. The Council is statutorily responsible for the promotion of economic, social and environmental wellbeing of the city.
23. To the extent that any of the proposed schemes and initiatives are dependant on the making of any orders or the obtaining of any consents or the like then it will be necessary to follow the appropriate statutory processes. By way of example only if a scheme is dependent on the making of a traffic regulation order (TRO) then the outcome cannot be guaranteed as individuals have the right to object. Due and proper consideration would need to be given to any such objections in determining how to proceed.
24. If any proposed scheme involves the procurement of works, goods or services then the Council must comply with its Contract Standing Orders and Procurement Rules and procurement legislation.
25. In considering the way forward the decision maker will need to be satisfied that the proposals can be achieved within the budget and policy framework
26. The Council has to satisfy its public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are:
  - Age
  - Gender reassignment
  - Sex
  - Race – including ethnic or national origin, colour or nationality
  - Disability
  - Pregnancy and maternity
  - Marriage and civil partnership
  - Sexual orientation
  - Religion or belief – including lack of belief
27. As such decisions have to be made in the context of the Council's equality act public sector duties. Vulnerable people with respiratory and other illnesses are more likely to be affected by poor air quality. Accordingly an Equality Impact Assessment should be carried out the purpose of the Equality Impact Assessment is to ensure that the Council has understood the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty. The decision maker must have due regard to the Equality Impact Assessment in making its decision.

28. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations.
29. The decision maker should also have regard when making its decision to the Council's wider obligations under the Wellbeing of Future Generations (Wales) Act 2015. In brief the act makes provision with regards promoting/improving wellbeing.
30. The Well-Being of Future Generations (Wales) Act 2015 ("the Act") places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
31. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2021-24.
32. The well being duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
  - Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrates approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them
33. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>.
34. The Council has to consider the Well-being of Future Guidance (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.

### **HR Implications**

35. There are no direct HR implications from this report and action plan.

### **Property Implications**

36. There are no direct property implications or recommendations from this report. It is important to understand the significant impact property may have to either deliver or support the delivery of the City Centre Recovery Action plan. Should recovery proposals specifically require the use of Council assets or require property transactions, this should be undertaken in consultation with Strategic Estates.

## RECOMMENDATIONS

37. Cabinet is recommended to:

- (i) approve in principle the City Centre Recovery Action Plan: and
- (ii) delegate decisions to the Director of Economic Development and the Director of Planning, Transport & Environment in consultation with the Cabinet Member Investment and Development, Cabinet Member Strategic Planning and Transport, Cabinet Member Finance, Modernisation and Performance, s.151 Officer and Director Governance and Legal Services to bring together and promote key initiatives and programmes that the Council and partners will work towards over the next five years, subject to any proposals being within the budget and policy framework

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Andrew Gregory</b>
	21 <sup>st</sup> December 2021

*The following appendices are attached:*

- Appendix 1: Cardiff City Centre Recovery Action Plan

*The following background papers have been taken into account*

1. Draft Greener, Fairer, Stronger City Recovery and Renewal Strategy (May 2021)

<https://www.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/covid-recovery-strategy/Documents/Draft%20City%20Recovery%20and%20Renewal%20Strategy.pdf>

# Cardiff City Centre Recovery Action Plan

January 2022





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# Introduction

The Covid-19 pandemic has had an extraordinary impact on city centres across the UK, changing the way we live our lives and the way we do business in ways few of us could have imagined. However, in many ways this has forced us to reflect on longer-term trends that were already occurring in retail activity, the use of technology, the demand for experiences and for high quality places. Moving forward, the key issue for city centres is whether they can adapt, transform and emerge stronger as great destinations that people want to come to.

Cardiff has already been on a process of successful change. Over the past 25 years, the city centre has seen some of the most transformational improvements in its history, from major leisure, retail and business developments, such as the Principality Stadium, St David's Dewi Sant and the regeneration of Central Square, through to the increased pedestrianisation of its streets making areas more inclusive/accessible, the growth of its residential population through city centre living and the emergence of the 24 hour city centre through the increased provision and diversity of its cultural and tourism offer. These improvements have added to other key features in the city centre, such as its outstanding Castle, Civic Centre and Victorian arcades, which all contribute towards its unique character.

Specifically for the city centre the aim is to build upon its existing achievements as a great destination.

As the city emerges from the pandemic it is essential that we consider the steps we need to take to accelerate recovery, whilst at the same time recognising that we need to use the crisis as a catalyst to building back greener, fairer and stronger.

In this regard, a key recognition is that in the future the most successful cities will have great city centres. This action plan outlines key initiatives and programmes that the Council and partners will work towards over the next five years to ensure Cardiff has a great City Centre. Cardiff has a strong tradition of working in partnership with private, voluntary and other public sector organisations and the initiatives/programmes will need the continuing active participation and collective buy in of all city centre users to achieve the highest standards in sustainable design, development, management, maintenance and marketing.

This plan we hope will make a great and vibrant city centre even greater.



CYNGHORYDD / COUNCILLOR HUW THOMAS

ARWEINYDD / LEADER

CYNGOR CAERDYDD / CARDIFF COUNCIL



# KEY TRENDS SHAPING CARDIFF CITY'S RENEWAL



## **SUCCESSFUL CITY CENTRES ARE GREAT DESTINATIONS**

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City centres and high streets must be destination experiences and places of choice; we no longer have to be there, but we must want to. Agglomeration, innovation and creativity will continue to drive economic growth and jobs. As Wales' core city, Cardiff will continue to play a leadership role in the Welsh economy post-Covid.



## **NEW WORK/LIFE BALANCE**

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Hybrid agile working is here to stay and combining home and office is likely to continue post-pandemic. Flexible space and travel will provide opportunities for local economic renewal, reduced carbon emissions, reduce congestion and cleaner air that need to be grasped.



## **THE LOCAL - REDISCOVERED**

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Lockdowns have led to a greater appreciation of local areas and demand for local services. The city centre must work in tandem with '15-minute neighbourhoods', where people have easy and safe access to shops, schools, health care and green/blue spaces in the vicinity of their homes.



## **FUNDAMENTAL PUBLIC EQUALITY**

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Without concerted action, the gap between rich and poor will widen. The poorest communities have faced a double impact of health and financial hardship as a result of the pandemic. City centres need to engage and welcome the whole community, of all ages and abilities.



## **CURATION & PARTNERSHIP**

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Taking management to a new level. City centres are now about quality not quantity. Healthy, green, clean, vibrant, well designed and safe environments that reach highest standards cannot be created without careful planning and organisation and will be critical to success.



## **EVENTS & OUTSIDE SPACE**

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Hospitality and the use of social spaces are bouncing back as lockdown eases. The role of food and drink, together with arts, culture, animation, events and the use of public spaces will be integral to creating experiences that bring people back together.



## **CLIMATE EMERGENCY**

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Notwithstanding the depth of the Covid-19 pandemic, it is recognised that Climate Change remains the defining global challenge of our generation. The continuing development and regeneration of the city centre provides opportunities to make it more resilient to climate change and to contribute towards becoming a carbon neutral city.



## **ACTIVE TRAVEL AND PUBLIC TRANSPORT**

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City centres will reassert the role of the pedestrian and cycling environment. Car access will still be critical, but car domination will need to be tamed or pushed out of important spaces. Effective mass transit and active travel networks are the key to avoid moving from lockdown to gridlock.



# OTHER UK EXEMPLARS

Cities around the UK are looking to radically transform their buildings and spaces into vibrant environmental, social and economic hubs of prosperity.

## *Liverpool*

Liverpool is a place that has seen much change over the last 20 years. Culture Liverpool was established after the triumph of 2008, in which the City of Liverpool delivered the most successful European Capital of Culture year to date.

More than £4 billion was invested in the physical transformation of the city. Areas were reconverted and brought back to life to reach their full potential with the creation of developments including Liverpool ONE, the Echo Arena and Convention Centre and the opening of the cruise liner terminal and renovations to places like St George's Hall, the Bluecoat and World Museum Liverpool.

## *Nottingham*

Nottinghamshire Wildlife Trust has shared a bold vision to rewild the city of Nottingham and 'green up' the historic city centre following the decision to demolish the much-derided Broadmarsh shopping centre. With 100% of the demolished site transformed into a natural urban oasis, would become Nottingham's living breathing heartbeat – a mini Central Park where people can connect with nature and escape the stresses of modern life without leaving the city.

Such a bold green vision could set the city on a course to a greener economic recovery, boost tourism and stimulate inward investment.



‘Liverpool is a shining symbol of renaissance, boasting modern architecture, an abundance of art, and a people proud of both its past and present...’

**Manchester Evening News**

### ***Manchester***

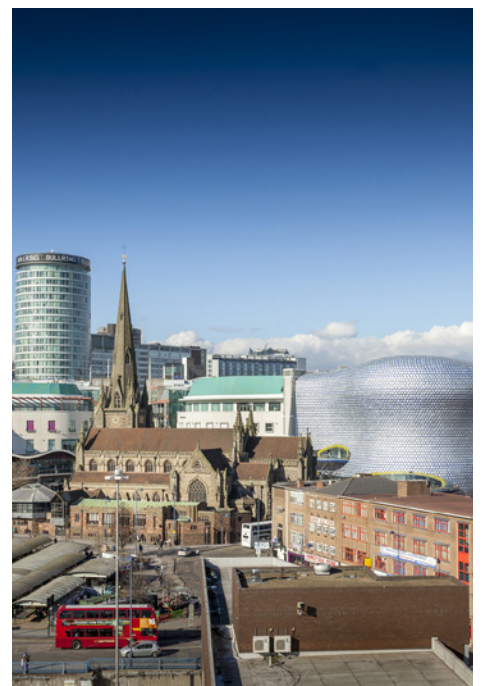
The Northern Powerhouse forms part of the government’s industrial strategy which is building on a strong economy and helping businesses up and down the country seize the opportunities presented by leaving the EU.

The Northern Powerhouse strategy explains how the government will work with local stakeholders to address key barriers to productivity in the region. The government will invest in transport infrastructure to improve connections between and within the North’s towns, cities and counties; work with local areas to raise education and skills levels across the North; ensure the North is an excellent place to start and grow a business; and ensure the Northern Powerhouse is recognised worldwide as an excellent opportunity for trade and investment.

### ***Birmingham***

In response to the challenges facing Birmingham City Centre including the need to tackle climate change, the Covid-19 pandemic as well as economic challenges. The city has proposed four principles that will guide the actions and plans in the strategy for Central Birmingham 2040.

- Green city - create a city environment that has a minimal impact on our planet and enables nature to be truly part of the city.
- Equitable city - a city where all communities have the same opportunities.
- Liveable city - a people-focussed city where citizens can create homes and communities.
- Distinctive city - a city that takes pride in the individual identity of its communities.



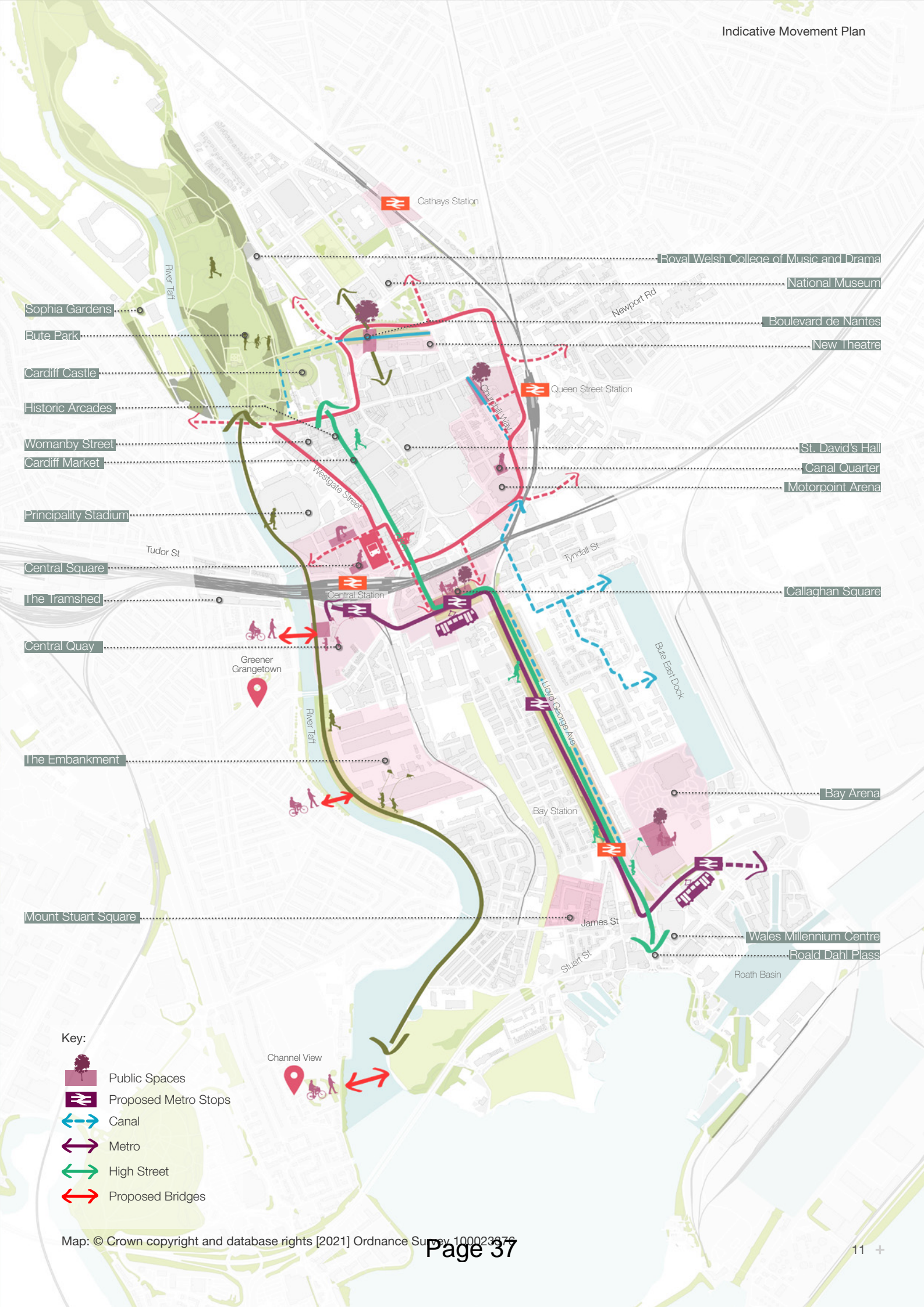
A low-angle photograph of a stone clock tower, likely the Cardiff City Hall tower, with a lion sculpture in the foreground. The tower is made of light-colored stone and features a clock face and several arched windows. The lion sculpture is a large, grey stone figure of a lion, looking towards the right. The background shows a clear blue sky and some green foliage on the left.

# CREATING A GREAT CAPITAL CITY CENTRE






## A FIVE-YEAR COMMITMENT:

To deliver a city centre that is safe, clean, green, prosperous, attractive, well maintained and a great Capital City Centre for all visitors, businesses and residents of the diverse Cardiff community





- ..... Sophia Gardens
- ..... Bute Park
- ..... Cardiff Castle
- ..... Historic Arcades
- ..... Womanby Street
- ..... Cardiff Market
- ..... Principality Stadium
- ..... Central Square
- ..... The Tramshed
- ..... Central Quay
- ..... The Embankment
- ..... Mount Stuart Square
- ..... Cathays Station
- ..... Royal Welsh College of Music and Drama
- ..... National Museum
- ..... Boulevard de Nantes
- ..... New Theatre
- ..... Queen Street Station
- ..... St. David's Hall
- ..... Canal Quarter
- ..... Motorpoint Arena
- ..... Callaghan Square
- ..... Bay Arena
- ..... Wales Millennium Centre
- ..... Roald Dahl Pllass

- Key:**
-  Public Spaces
  -  Proposed Metro Stops
  -  Canal
  -  Metro
  -  High Street
  -  Proposed Bridges



# 1. A CURATED CITY CENTRE THAT'S SAFE, CLEAN, GREEN ATTRACTIVE AND WELL-MANAGED

Creating a destination city centre with a consistent level of high-quality experience for all user groups will not happen by itself. It will need proactive governance, partnerships and management.

Cardiff already has a well-managed centre, however by bringing together key partners, priorities and resources in a clear vision it can go further. The city centre will need to move from being managed to fully curated, where we collaboratively design it, implement it, maintain it and keep improving its quality and the experience for all users.



WE WILL:

1. Establish effective curation/management resources. Take a more direct role in proactively managing and coordinating the future of the city centre to reflect the needs of residents, workers, businesses and visitors.
2. Establish effective partnerships with the Business Improvement District and key partners including residents.
3. Make the city centre clean, safe, green and well maintained a core priority.
4. Develop a clear five-year plan and vision for the city centre to coordinate:
  - Public, open and green spaces,
  - Events, markets and street animation into a year-round programme,
  - City centre marketing and branding,
  - All licensing regimes.
5. Create an integrated city centre funding programme to support the key actions in this plan.
6. Work with community safety partners to make the city centre feel safer for families, women and visitors.
7. Establish high quality design standards for shop frontages, public spaces, street furniture and all aspects of the environment.





## 2. A DYNAMIC BUSINESS AND EMPLOYMENT HUB

The role of the traditional office is changing, with demand becoming focused on more specialist and higher value activities, notably those where collaboration in itself is a driver of productivity. Demand is also increasing for some people to get back to the office, especially from younger workers for whom the learning and social aspects of work is something they value.

We are also seeing a change in retail patterns and where the chain stores have left, independents are taking their place. This adds to the attractiveness of the city centre, where the local, authentic and unique attracts an audience for whom high street retail names can be found elsewhere.

A successful city centre needs to support these businesses, providing the offices, shops and meeting spaces that will attract economic activity.



WE WILL:

1. Create a world class destination business city centre, with a selection of high quality, sustainable, innovative and flexible office and co-working spaces that attract and grow knowledge-based businesses.
2. Develop proposals for meanwhile uses and incubation spaces, providing a dynamic approach to ensuring that empty units, retail and office spaces are used productively.
3. Support the development of more flexible and low-cost space to help indigenous and independent businesses grow and become more productive.
4. Develop a 'smart city' digital infrastructure programme.
5. Develop a business events strategy that showcases the city's competitiveness and establishes a programme of activity.
6. Seek to expand the city centre's designation to be better integrated with Cardiff Bay and key locations such as Tudor Street, James Street and Newport Road.
7. Develop proposals for and complete major developments in the 'Central Business District' (CBD), including at:
  - Central Square
  - Central Quay
  - Callaghan Square
  - The Canal Quarter
  - Cardiff Bay



Credits to: Rightacres  
Central Quay



Credits to: Rightacres  
Central Square



# 3. A WORLD CLASS TRANSPORT NETWORK

Key actions have already been taken to transform city transport connectivity with the new Transport Interchange and Active Travel network. Nonetheless, to achieve the city’s Transport Strategy targets, much more needs to be done to establish the city centre at the hub of a sustainable public transport mass transit, active travel and highway network including a renewed Metro Central Station. This delivery of major infrastructure will make the city centre an attractive and more convenient place that encourages use from people of all ages and abilities and underpins economic transformation.

People should be provided with a welcoming sense of arrival. They should enter high quality streets and public spaces, be able to connect seamlessly with onward journeys and have the means to navigate their way through the city centre using well located signage, wayfinding and digital information.



WE WILL:

1. Work with partners to complete the Central Square Transport Interchange and upgrade the Cardiff Central (Metro Central), Queens Street and Cathays railway stations, delivering high quality accessible 'gateway' entrances into the city centre.
2. Deliver plans for a new Metro tram link between the city centre and Cardiff Bay, including the provision of new station facilities at Cardiff Central and Pierhead Street, as the first phase of the development of Cardiff Crossrail. Phase 2 will then continue to Newport Road and Roath Basin.
3. Create an enlarged 'clean air' pedestrian and active travel core to the city centre to be developed alongside the new transport interchange delivery.
4. Connect the city centre with high quality segregated cycle and bus networks. Develop new 'bus hubs' in key locations at Greyfriars Road, Churchill Way and Pierhead Street.
5. Integrate high quality visitor services and tourist information into new transport facilities, including the Transport Interchange and Metro Central.
6. Develop a new city centre taxi/loading/parking masterplan.
7. Open up access to and the use of the River Taff as a transport corridor, including developing proposals for three new walking/cycling bridge crossings at Central Quay, The Embankment and Channel View to improve integration with nearby residential areas.
8. Make Cardiff an exemplar for zero carbon transport including electric vehicle (EV) charging and EV public transport throughout the city centre.



Credits to: Math Roberts  
Senghenydd Road cycle lane



Credits to: Visit Wales  
Bute Park



# 4. A CITY CENTRE OF WORLD CLASS URBAN DESIGN & PUBLIC REALM

The city centre already has some great streets and spaces that provide the setting for a wide range of high quality historic and modern buildings, from the Civic Centre in the north, through to Cardiff Bay's waterfront, the Pierhead Building and the Wales Millennium Centre in the south. However, there are opportunities to go beyond this and develop a network of new (and upgraded existing) streets, arcades and squares fit for an expanding and diverse capital city.

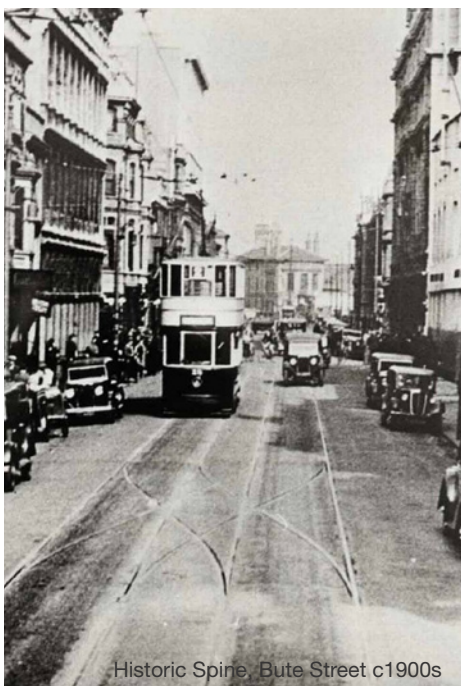
We need to add to our existing achievements and continue to raise design standards, in order to provide more landmark streets, spaces, buildings and destinations, based around a continuous pedestrian network that attracts national and international attention and supports local businesses.





**WE WILL:**

1. Prepare a streetscape design guide for the city centre, consolidating and updating existing guidance to ensure that new and existing streets, spaces and buildings are developed to high quality architecture, landscape and biodiversity standards.
2. Develop a programme of streetscape enhancements to upgrade and declutter, creating streets and spaces that are safer, more attractive and more accessible for all users.
3. Encourage commercial premises to upgrade building/shop frontages and to raise design standards, focusing on historic buildings and Conservation Areas (e.g. Castle Street frontages).
4. Regenerate Cardiff Market as a great destination linked to the network of historic arcades.
5. Create a new Capital City High Street with an enhanced public realm, including greening, art, wayfinding and amenity spaces, following the historic central 'spine' from Cardiff Castle, through High Street/St Mary Street, Callaghan Square and Lloyd George Avenue, terminating at Cardiff Bay and the Docks.
6. Develop proposals for new landmark squares and public spaces at the Canal Quarter, Callaghan Square, Central Quay, University/ Cultural Quarter, The Embankment, Mount Stuart Square, Boulevard de Nantes and Westgate Street.





# 5. A GREEN AND BIODIVERSE CITY CENTRE

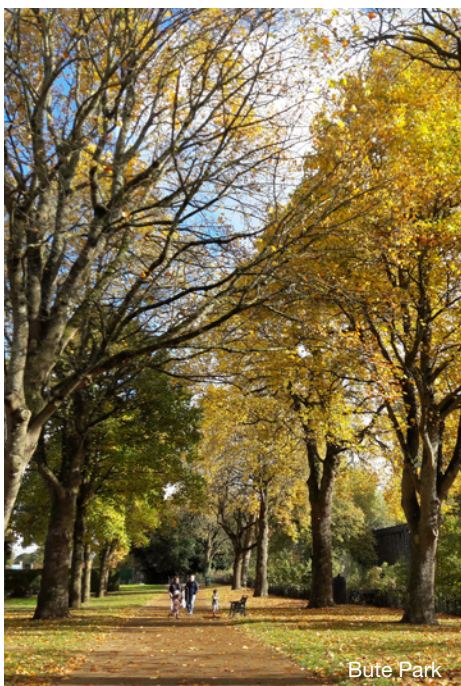
The city centre has a rich heritage of green infrastructure that forms an integral part of its character, from the 130 acres of landscaped gardens and parkland in Bute Park, through to the magnificent tree lined avenues and green spaces that form the setting of the Civic Centre. These areas are however separated from the core of the city centre by busy transport corridors and there are several locations within the central core that, by comparison, are lacking in trees and greenery.

Urban greening has a wide range of positive benefits, from helping to lessen the impacts of climate change by cooling the city and absorbing storm water, to improving biodiversity and ecological resilience by creating better quality and connected habitats, through to promoting healthier living by providing spaces for physical activity/relaxation and making streets more welcoming and attractive.



WE WILL:

1. Better integrate existing major parks (Bute Park/Cathays Park) and green spaces with the core of the city centre through traffic calming measures and improved pedestrian connectivity, including through the Castle grounds and its west/ clock tower gate.
2. Seek to keep the Castle grounds open as a public green space.
3. Develop a green asset plan and work with partners to fully green the city centre (contributing towards Coed Caerdydd) through large scale interventions such as street greening, increased tree planting and the installation of green roofs/ walls on new/redeveloped buildings, through to smaller scale works such as the inclusion of planters in all street cafés.
4. Work with partners and developers to deliver a network of new public green spaces across the city centre, including developing major new parks at: Callaghan Square, Lloyd George Avenue and the Taff River Embankment.
5. Turn grey areas of impermeable paving green (and blue) through the increased provision of rain gardens/sustainable urban drainage systems (SuDs) as part of a comprehensive programme of retrofitting across the city centre. Develop new landmark schemes like the award winning Greener Grangetown in the city centre, Riverside and Cathays.





# 6. A BLUE CITY CENTRE OF RIVERS AND CANALS

Cardiff is a city that owes much of its success and growth to its canals, rivers and waterfront location, however, over the years, many of these features have become underutilised, been built over or hidden from view.

Massive potential exists to open up, enhance and link up the city centres water ways and water frontages, with new canals, bridges and active travel/tourism routes that link to wider community, economic, environmental and biodiversity benefits, helping to improve people's health and wellbeing.



WE WILL:

1. Create tourism/visitor active travel trails along and around Cardiff Bay, the rivers Taff, Rhymney and Ely, Cardiff Lakes (Roath Lake and Llanishen/Lisvane Reservoirs), the Dock Feeder Canal and the Coastal Path.
2. Work with partners and developers to deliver a network of new public waterfront corridors across the city centre, including developing major new water parks at:
  - The Canal Quarter (along Churchill Way)
  - Lloyd George Avenue (returning the Bute Dock West Canal)
3. Create new river bridges at: Channel View, The Embankment (Dumballs Road), Central Quay and Ely Mill. Deliver a new multimode road bridge at Llanrumney (Ball Road). Refurbish Black Weir Bridge.
4. Explore the opportunity to create 'continental style' waterfront open spaces at Cardiff Bay, Channel View and Black Weir Bridge.
5. Develop a 10-year river, water and flood plan for the city centre to help ensure that it is resilient to flood risk and also maximises access to the great existing and new water opportunities across the city.



Blackweir Bridge



Canal Quarter, Churchill Way



# 7. A GREAT INCLUSIVE PLACE TO LIVE AND PLAY

The growth in city centre living over the past two decades has been predominantly through the introduction of new apartment buildings and the conversion of the upper floors above commercial premises. To help to make living in the city centre more accessible to families and a broader range of people, there is a need to provide a wider mix of housing types and more flexible accommodation.

Creating great places to live that are vibrant and viable, with highly legible neighbourhoods, accessible facilities, a mixture of housing choices and bespoke architecture will be central to attracting more people to live in the city centre. In addition, Cardiff has committed to becoming a 'Child Friendly City'. The surrounding public realm should support all ages of the population through the provision of safe, high-quality streets and public spaces that prioritise pedestrians.



WE WILL:

1. Seek to provide a wider range and choice of family accommodation across the city centre/Bay with supporting facilities.
2. Establish a regular engagement partnership with residents and user groups.
3. Commit to making the city centre safer, cleaner, welcoming and more attractive for people of all ages and backgrounds.
4. Develop an equalities and all ages access strategy, supporting the city's Age Friendly City strategy.
5. Work with the Welsh Government's Transforming Towns programme to support in city centre regeneration schemes, street frontage improvements and public space enhancements.
6. Develop a fully child friendly city centre including the provision of play opportunities in new public spaces.
7. Create great food destinations, with high quality street markets, restaurants, cafes, shops and supporting infrastructure.
8. Develop a range of quieter seating areas and family/play spaces.



Credits to: Visit Wales





# 8. A CITY CENTRE OF CULTURE AND ANIMATION

Cardiff can build on its status as the national centre for arts and performance, utilising the full potential of cultural venues, including the Wales Millennium Centre, the National Museum and Gallery of Wales, St David's Hall and the New Theatre. Building on established events, Cardiff's position can be reinforced as a major cultural centre. The city's festivals are of national renown. Cardiff is the regional hub for the provision of around-the-clock entertainment, arts and leisure facilities. Many of the city's pubs and clubs provide live music events while larger venues throughout the city centre play host to internationally recognised artists.

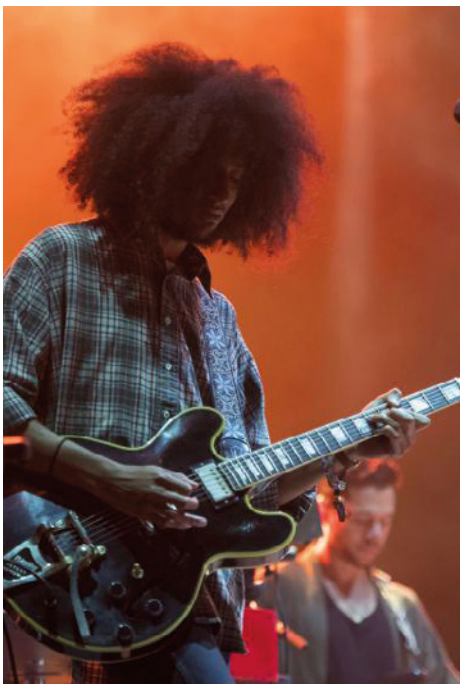
It is essential to put culture and arts at the centre of the recovery, embracing the role the sector plays in shaping our city centre.





WE WILL:

1. Develop a new 'home grown' events strategy and place animation programme.
2. Develop proposals for a new creative hub in the city centre to support production and performance.
3. Develop new city centre and Bay art/cultural centres.
4. Establish a city cultural festival, scoping a quality International Festival of Street Art.
5. Develop Womanby Street as a new music quarter to celebrate its significance as Cardiff's most loved music street.
6. Establish a city centre artist in residence programme.
7. Develop creative uses in meanwhile spaces, taking a dynamic approach to repurposing empty shops for artist activity where possible to ensure that empty spaces are used productively.
8. Establish public spaces that can accommodate outdoor events as part of new developments.



Castle Grounds



Credits to: Primemural Arts  
Womanby Street



# 9. A GREAT QUALITY EXPERIENCE FOR VISITORS

The bustling city centre is a key destination for tourism in Wales and the sector is a critical part of the city’s post-Covid recovery. The area boasts the majority of the larger events and attractions in Cardiff, including Cardiff Castle, the Principality Stadium and Bute Park and accommodates the majority of hotel bedrooms and larger spaces to attract conferences and business events.

The aim is to raise the profile of Cardiff, increase visitor numbers, and encourage repeat visits and longer stays. We will do this by working collaboratively with key stakeholders and delivering marketing campaigns that promote the tourism product to both domestic and international audiences.



WE WILL:

1. Establish a clear 'Visit Cardiff' brand, bringing together key stakeholders such as FOR Cardiff and Visit Cardiff Network members, to ensure there is a cohesive approach to marketing and promotion through one place brand for the city.
2. Explore the potential of a transport and attractions visitor card.
3. Promote free access activities within the city centre such as public art and heritage trails.
4. Progress key campaigns to help raise the profile of the city including Christmas, a waterfront city, major events and the Cardiff Music City brand.
5. Promote the city centre's unique assets including Cardiff Castle, Cardiff Market, its Victorian arcades and sports/cultural venues.
6. Build on visitcardiff.com and associated social media platforms to expand digital reach.
7. Encourage more business events of all sizes in the city centre to attract more weekday visitors and promote the city centre as a competitive business location.





My Ref: T: Scrutiny/Correspondence/Cllr NH

Date: 17 May 2021

Councillor Huw Thomas  
Leader  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW



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Neuadd y Sir  
Caerdydd,  
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Ffôn: (029) 2087 2088

Dear Councillor Thomas,

### **Greener, Fairer, Stronger: Cardiff Recovery & Renewal Strategy**

Our thanks to you, Councillor Russell Goodway, Neil Hanratty and Jon Day for attending Committee on 13 May 2021 to discuss the report to Cabinet regarding the above item.

Members wish to thank Jon Day for his detailed presentation that gave them a good overview of the proposed way forward to support business, safeguard existing jobs, create more and better jobs and create a better city to live in and to visit. Members are pleased that the consultation on the strategy includes specific strands for children, young people and representative groups, as well as the public and stakeholders. Members welcome that the consultation will be used to finesse the final strategy, due to be reported to Cabinet this autumn and we look forward to scrutinising it.

In response to our questions at the meeting, Members note that:

- A mixture of public and private funding will be needed to deliver the proposals set out in the Strategy
- Cardiff is attracting investment attention from the private sector, despite the pandemic
- There is on-going demand for Grade A office space, both locally-driven and due to potential relocations from elsewhere in the U.K., and that therefore the current Key Performance Indicator for Grade A office space is still appropriate
- There is interest in communal workspace provision in the city centre and across the city, and officers are in discussions regarding this

- It is important to make it easier to visit local centres and to highlight to all residents the worth of visiting local centres across Cardiff.

At the meeting, a Member raised the possibility of including the Wales Coastal Path in the Strategy. Members were pleased to hear this accepted by yourself, Cllr Goodway and officers, especially as it would help tie this Strategy into the East Cardiff Industrial Strategy, which this Committee supports. Therefore, **Members recommend** that the Strategy be amended by including the Wales Coastal Path and emphasising its role as a visitor attraction and benefit to local residents.

With regard to the Business Improvement District, Members are pleased that a second term is being sought, given the sterling work undertaken by FOR Cardiff to date. Members note the proposed Business Plan 2021-2026 focuses on enhancing, delivering and representing the city centre, with an emphasis on equality. Members further note that Cabinet is asked to approve a vote in favour of the proposed second term.

This letter requires a response, as it contains the following:

**Recommendation**

That the Recovery & Renewal Strategy be amended to include the Wales Coastal Path, emphasising its role as a visitor attraction and a benefit available to all local residents.

Thank you again for attending Committee.

Yours sincerely,



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

cc Members of the Economy & Culture Scrutiny Committee  
Cllr Russell Goodway  
Neil Hanratty                      Jon Day  
Clair James                        Cabinet Support Office

Date: 18 November 2021

Councillor Huw Thomas  
Leader  
Cardiff Council  
County Hall  
Cardiff  
CF10 4UW



Dear Councillor Thomas,

### **Draft City Recovery & Renewal Strategy - Engagement Update**

Our thanks to you, Neil Hanratty and Jon Day for attending Committee on 16 November 2021 to discuss the above item and provide an opportunity for the Committee to shape the proposed report to Cabinet in December 2021.

This Committee considered the draft City Recovery & Renewal Strategy at our committee meeting in May 2021 and were supportive of proposals to consult on the proposals and use the feedback to finesse the final Strategy. Members are pleased to see that a range of engagement events have been held, with child-friendly events, stakeholder events including the business, art and culture sectors, and an open survey for all.

Members wish to thank Jon Day for his presentation that clearly set out the key themes emerging from the engagement events. Members note that the following elements were repeatedly highlighted by respondees: the need for Cardiff to be clean, green, open, safe, and accessible. Members also note that public transport improvements are a key theme running through responses. Members note that children and young people highlighted that the cost of accessing some of the city's facilities is excluding them from being able to participate fully in Cardiff's opportunities.

During the meeting, Members explored a range of issues. In terms of those that cut across the 6 missions set out in the draft strategy, members explored public transport, cleanliness, green spaces and public realm, and hospitality sector issues. Members note the following:

- That the Council is consulting on a Bus Strategy that aims to increase passenger numbers and improve air quality and that an announcement will be made shortly regarding buses over the Christmas period
- That issues regarding bus routes and ongoing active travel improvements are discussed weekly by the City Centre Recovery working group
- That the number of blitz cleansing teams is being increased by 2

- That there is an ongoing restructure of the cleansing team and information on this will be shared with the Environmental Scrutiny Committee
- That the emphasis is on protecting green spaces and improving the public realm
- That various teams, including Into Work, have worked with the hospitality sector to deliver bespoke information and training events to encourage take-up of opportunities and reduce vacancy rates.

During our way forward discussion, Members also raised the following regarding transport:

- The need to publicise clearly where the bus station is and when it will be opening – the suggestion made at the meeting was that a banner could be sited on the bus station, which would be visible to commuters using Cardiff Central and people walking through Central Square.
- The need to ensure drop off and pick up access for taxis at Cardiff Central and platform zero, via Fish Quay, is maintained and promoted.

Regarding mission 2, a City for Everyone, Members highlighted the engagement responses had underlined the need for improved wheelchair access. Members wish to accept the offer for Andrew Gregory, Director of Planning, Transport and Environment, to provide further details on work to provide and improve wheelchair access, including, but not only, disabled parking and pavement enhancements.

Regarding mission 3, a City of Villages, Members are supportive of the concept but are seeking assurance that this will cover the whole of Cardiff and that there is recognition that differing approaches will be needed for the differing areas of Cardiff. Cardiff includes rural villages, such as Creigiau and St. Fagan's, as well as suburb villages, such as Whitchurch and Rhiwbina, and inner-city areas that operate as 15-minute neighbourhoods. The needs of these areas will be different, and Members accept the principle of equity as opposed to equality of provision. However, an assurance that all areas of Cardiff will be included in the City of Villages work, with appropriate approaches taken to meet their differing needs, would be appreciated.

Regarding mission 5, a Tech City, Members sought confirmation regarding 5G coverage. Members wish to accept your offer to provide further details on 4G and 5G coverage rates in Cardiff and would also like comparator information with other core cities.

Overall, Members are supportive of the proposed approach to recovery and renewal and pleased there is recognition of the need to improve links with the City Deal, Welsh Government and UK Government, to align external funding and develop place-based models. Members were interested to see the latest data regarding the recovery of the city following lockdowns, in terms of increased footfall, hotel occupancy and unemployment rates. The proposals will put Cardiff in a good place to



respond positively to demands whilst building a sustainable, inclusive, and accessible future.

Finally, at the meeting Councillor Gordon raised concerns regarding pedestrian access through Bute Park as it appears a Christmas Lights event in Bute Park has led to some paths being closed and through routes between the city centre, Cathays Parks and Llandaff/ Pontcanna being closed. We appreciate the offer by Neil Hanratty to investigate this quickly and to respond directly to Councillor Gordon.

The letter requires a response, please, to the following requests:

1. Andrew Gregory, Director of Planning, Transport and Environment, to provide further details on wheelchair access provision and proposed improvements
2. Assurance that all areas of Cardiff will be included in the City of Villages work, with appropriate approaches taken to meet their differing needs
3. Further details on 4G and 5G coverage rates in Cardiff, with comparator information from other cities.

Thank you again for attending Committee. Members look forward to seeing the final Strategy and how it has taken on board the points made during the engagement and our scrutiny. It is clear a lot of work has taken place to develop these proposals and we thank all involved for their work and contributions.

Yours sincerely,



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

cc Members of the Economy & Culture Scrutiny Committee  
Neil Hanratty Jon Day  
Andrew Gregory  
Clair James Imelda Seymour Cabinet Support Office

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**SWYDDFA'R ARWEINYDD  
OFFICE OF THE LEADER**

Fy Nghyf / My Ref: CM46760

Dyddiad / Date: 15 December 2021

Councillor Nigel Howells  
Chair, Economy & Culture Scrutiny Committee

Via email: [Angela.Holt@cardiff.gov.uk](mailto:Angela.Holt@cardiff.gov.uk)

Annwyl/Dear Nigel,

**City Recovery & Renewal Strategy - Engagement Update**

Thank you for inviting me and officials to present at your Scrutiny Committee of 18<sup>th</sup> November 2021, and for your consideration of the Recovery and Renewal Strategy. As ever your consideration is greatly appreciated.

With regard to your specific comments on the report, we have now included reference to these comments in the final version, including reference to the Scrutiny Committee. Specifically, the City of Villages Mission (now renamed 15 Minute City) notes that:

*"The need to ensure that all corners of Cardiff are included in the 'Fifteen Minute City' concept was also raised by the Council's Economy and Culture Scrutiny Committee."*

The Tech City Mission now also notes that:

*"The Economy and Culture Scrutiny Committee also highlighted the need for comprehensive digital access across the city."*

In reference to this a priority has now been re-written to outline the need to "Embed technology in the future delivery of public services and ensure equality of access across the city and alternative routes for those with difficulties in accessing digital services."

These issues will also be taken forward in any subsequent work relating to regeneration and digital infrastructure in the city.

We will also look into the issue of better communication relating to the bus station with our City Centre Management Team and Visit Cardiff team, and similarly we will look at the issue of Taxi access. It should be noted that Transport for Wales will be operating the new bus station and are responsible for the taxi facilities. Notwithstanding this the Council are working closely with colleagues in Transport for Wales on these issues. Furthermore, Transport for Wales are keen to ensure good access to both the bus and railway stations and have established a working group to consider in detail accessibility issues.

**GWEITHIO DROS GAERDYDD, GWEITHIO DROSOCH CHI**

Mae'r Cyngor yn croesawu gohebiaeth yn Gymraeg, Saesneg neu'n ddwyieithog. Byddwn yn cyfathrebu â chi yn ôl eich dewis, dim ond i chi roi gwybod i ni pa un sydd well gennych. Ni fydd gohebu yn Gymraeg yn arwain at oedi.

**WORKING FOR CARDIFF, WORKING FOR YOU**

The Council welcomes correspondence in Welsh, English or bilingually. We will ensure that we communicate with you in the language of your choice, as long as you let us know which you prefer. Corresponding in Welsh will not lead to delay.



**Neuadd y Sir**  
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With regard to details on wheelchair access provision there is now a requirement for any new private development or Council provided open space to incorporate full accessibility (for example by way of inclusion of appropriate dropped kerbing, adequate space to manoeuvre, reduced street furniture, appropriate tactile paving) into the design. All new disabled parking bays within the city centre will also now incorporate dropped kerbs to improve wheelchair access. All permanent bus stops in the city already include raised kerbing to facilitate wheelchair access on to the buses. Additional work is also currently underway at the temporary bus stops abutting the pop-up cycleways to improve accessibility. The council is also currently progressing a proposal to rationalise the street furniture within the city centre, which includes a study that has been commissioned to review all the street furniture on High Street and St Mary Street.

Thank you again for inviting us to the Scrutiny meeting of 18<sup>th</sup> November 2021 and I look forward to updating you on progress.

Yn gywir,  
Yours sincerely,

A handwritten signature in black ink, appearing to read 'Huw Thomas', written in a cursive style.

**CYNGHORYDD / COUNCILLOR HUW THOMAS**  
**ARWEINYDD / LEADER**  
**CYNGOR CAERDYDD / CARDIFF COUNCIL**

CYNGOR CAERDYDD  
CARDIFF COUNCIL

ECONOMY & CULTURE SCRUTINY COMMITTEE

19 JANUARY 2022

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**PHYSICAL ACTIVITY AND SPORT STRATEGY 2022-2027: PRE-DECISION  
SCRUTINY**

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**Purpose of the Report**

1. To provide background information to Members to aid their scrutiny of the draft report to Cabinet titled '*Physical Activity and Sport Strategy*', attached at **Appendix A**, which is due to be considered by Cabinet at their meeting on 20 January 2022.

**Scope of Scrutiny**

2. At their meeting on 20 January 2022, the Cabinet will consider a report that seeks approval for adoption of the proposed Physical Activity and Sport Strategy 2022-2027 and seeks endorsement of the proposed governance arrangements and monitoring process through the Public Service Board.
3. During this scrutiny, Members can explore:
  - i. The proposed Physical Activity and Sport Strategy
  - ii. The proposed governance approach, including the Leadership Team, reporting, and monitoring systems
  - iii. The proposed implementation processes
  - iv. Whether there are any financial implications for the Council
  - v. Whether there are any risks to the Council
  - vi. The timeline and next steps
  - vii. The recommendations to Cabinet.
4. The draft report to Cabinet entitled '*Physical Activity and Sport Strategy*' is attached at **Appendix A** and has **three** appendices

- **Appendix 1** – GAPPA – Global Action Plan for Physical Activity, World Health Organisation (WHO)
- **Appendix 2** – Physical Activity and Sport Strategy
- **Appendix 3** – Leadership Group Terms of Reference

## Overview of Cabinet Report

5. **Points 3-20** of the report to Cabinet set out the existing physical activity and sport provision landscape in Cardiff, including:

- i. The 2012 Olympic and Paralympic legacy was built on via the 2014 European Capital for Sport and Cardiff successfully hosting major international sporting events, such as UEFA Champions League Finals, Heineken Cup and Volvo Ocean Race.
- ii. There are over 400 sports clubs in Cardiff, run and supported by volunteers
- iii. Cardiff's premier sports clubs, namely Cardiff City Football Club, Cardiff Devils Ice Hockey, Glamorgan Cricket Club and Cardiff Blues Rugby, provide first class facilities, inspire new generations, attract investment, and promote Cardiff. They also undertake extensive community sports schemes.
- iv. Improved facilities have been provided - including the new Ice Arena, new 3G pitches, improved Leisure Centres, sports facilities at Eastern High School and Cardiff West High School, and elite training facilities at university sites
- v. New academy facilities are being developed - including Pentwyn Rugby Academy and community centre, Llanrumney Football and Sports Academy, and Ice Arena
- vi. Other facilities are in the pipeline - including more at the International Sports Village (velodrome, off road bike and quad track, closed circuit bike and scooter track and indoor centre for Extreme Sport), via the 21<sup>st</sup> Century Schools' delivery programme, International BMX track at Llanrumney, and destination Skate Parks and Multi Use Sports facilities in Parks
- vii. To secure investment, asset transfer has taken place of some facilities. There is an emerging Playing Pitch strategy, to empower investment into other existing facilities, due for consideration by Cabinet in spring/ summer 2022

- viii. Schools promote physical activity and health – and the 21<sup>st</sup> Century Schools improvement programme will strengthen this.
  - ix. The GP referral scheme links surgeries with their local leisure centres
  - x. There is a growing competitive market for private gym and leisure facilities.
6. Underpinning the above are strong relationships between the Council, major clubs, community clubs, higher and further education, BAME leaders, public health, private sector providers and the voluntary sector. The report to Cabinet states that, through these partnerships, there are a variety of targeted action plans and programmes, including to address participation rates, anti-social behaviour, and community cohesion. In addition, Cardiff has used Sport to drive tourism and regeneration, through major events and developments.
7. Despite the work above, there is a growing problem of obesity, inactivity, and sedentary lifestyles in Cardiff, with the life expectancy of citizens in the southern arc on average 18 years less than those who live in the north of Cardiff. The report to Cabinet states that there is a need to develop a whole system approach with Cardiff and Vale University Health Board and key stakeholders to address these issues.

### **Issues identified in the Cabinet Report**

- 8. Points 20-24** of the report to Cabinet set out several issues, including:
- i. Current provision is fragmented – there needs to be a clear and deliverable strategy, with measurable outcomes, to avoid duplication, maximise resources and make a step change in the growing number of inactive and unhealthy people in Cardiff
  - ii. Lack of cohesive, joint strategy – impacts on ability to focus campaigns and resources
  - iii. Audit Wales Review of Leisure Services (2020) – recommended completion of Leisure Strategy
  - iv. Physical Activity and Sport is a discretionary service – limited opportunity re long term funding to sustain long term behavioural change

- v. Difficulties securing support from larger Health budgets – difficulties articulating and evidencing benefits to health re intervention and preventative investment

9. **Points 25 – 34** of the report to Cabinet set out:

- i. the approach taken to developing the Physical Activity and Sport Strategy 2022-2027 – Sport Cardiff led the process, establishing a strategy development group with Cardiff Council, Cardiff Metropolitan University, Cardiff and Vale University Health Board, and Public Health Wales; the latter funded consultancy work to develop the strategy, using a systems-thinking approach. Virtual workshops were held to create a systems map.
- ii. the Strategy's vision and key areas for development and collaboration – aligns with WHO's Global Action Plan for Physical Activity – see points 16-19 below for further information
- iii. proposed governance arrangements, including reporting arrangements – draft Strategy presented to Public Service Board in August 2021, which agreed to create an Executive Leadership Board – details attached at **Appendix 3** – through which external stakeholders will be encouraged to adopt the strategy; Council service areas will adopt the strategy, with applicable themes included in Directorate Delivery Plans, reported quarterly through corporate performance reporting process.

10. **Points 35 – 38** of the report to Cabinet set out key delivery considerations, including:

- i. Targeting resources – to underrepresented groups particularly in southern arc of Cardiff, with action plans to tackle barriers for people who are homeless, in lower socio-economic areas, in BAME groups, women and girls, and/ or who have disabilities.
- ii. Capturing and building upon positive pandemic trends – such as accessing public open spaces by walking, jogging, and cycling
- iii. Addressing negative behavioural changes and habit – such as youth annoyance and violent behaviour amongst young people.
- iv. Aligning delivery to Public Health Board areas – this could provide the opportunity to challenge Sport Wales's proposed Sport Regional Partnership



footprint, by aligning public health, sport and physical activity across Cardiff and Vale region<sup>1</sup>

- v. Adopting the Physical Activity and Sport Strategy – fulfils Audit Wales recommendation for the Council to produce a Leisure Strategy.

11. **Financial Implications** are at **points 41-42** and state that additional financial implications are not identified in the report to Cabinet and any increased funding requirement resulting from the Strategy will need to be met within existing revenue and capital resources or through additional external funding.

12. **Legal Implications** are at **points 43 – 51** and highlight:

- i. The Leadership Group is not a separate decision-making body but a forum to promote the strategy
- ii. Specific advice should be obtained on actions arising from the Leadership Group to ensure the Council complies with any legal or procedural requirements
- iii. Cabinet must have regard to the Council's duties under the Equality Act 2010, including the Socio- Economic Duty, Welsh Language (Wales) Measure 2011, Welsh Language Standards, and the Well-Being of Future Generations (Wales) Act 2015, including the sustainable development principle.
- iv. An Equalities Impact Assessment should be considered, and due regard should be given to its outcomes
- v. Cabinet must be satisfied the proposal is within the Policy and Budget Framework.

13. **Point 52** states there are no specific property implications in the Physical Activity and Sport Strategy.

14. **Point 53** states that there are no HR implications arising from the recommendations in the report to Cabinet.

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<sup>1</sup> At this meeting, Committee will be considering a draft Community Sport in Cardiff Inquiry report, which scrutinises the proposed Sport Regional Partnership for Cardiff.

## Proposed Recommendations to Cabinet

15. The report to Cabinet contains the following recommendations:

- i.* Note the use of the Sport and Leisure Sector as a key driver for the city's regeneration, tourism, reputation, and ability to engage with a range of partners to tackle issues and improve the lives of citizens.
- ii.* Endorse the governance arrangements and monitoring through the Public Service Board as set out in Appendix 3
- iii.* Adopt the strategy as set out in Appendix 2 and its four key objectives
  1. *Change Social Norms around Physical Activity*
  2. *Reduce sedentary lifestyles*
  3. *Increase participation in regular physical activity and sport*
  4. *Reduce inequalities.*

## Proposed Physical Activity and Sport Strategy

16. The proposed Physical Activity and Sport Strategy is at **Appendix 2** and consists of five slides: an overview slide and one slide for each of the Strategy's key action areas.

17. The overview slide shows the draft vision, aims, objectives, key action areas and system levers:

### draft vision for the Strategy

*"Cardiff to be the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally renowned sport"*

### Aim of the Strategy

*'Improve the Health and Wellbeing of our communities through physical activity and sport'*

### Key Objectives

1. *Change Social Norms around Physical Activity*
2. *Reduce sedentary lifestyles*
3. *Increase participation in regular physical activity and sport*
4. *Reduce inequalities*

### Key Action Areas

1. *Active Environments*
2. *Active Societies*
3. *Active People*
4. *Active Systems*

### System Levers

1. *Making the healthy choice the easy choice*
2. *Building back better and fairer*
3. *Increasing visibility of physical activity*
4. *Providing young people with positive and fun experiences of physical activity*
5. *Developing strong leaders and advocates for physical activity*
6. *Including physical activity in all policies.*

18. The overview slide also contains the following examples of indicators:

1. % of population who agree that 'physical activity is a normal part of everyday life in Cardiff'
2. % of population active for less than 30 minutes per week
3. % of population active at recommended levels<sup>2</sup>
4. Difference in % sedentary and active between population subgroups, according to gender, socio-economic status, disability/ long term health conditions, and Black, Asian and Minority Ethnic Communities.

19. The following four slides show example actions and example leverage points for each of the four key action areas.

### **Previous Scrutiny**

20. **Since 2017**, this Committee has undertaken regular scrutiny of the partnership between the Council and GLL, regarding the delivery of contract for leisure services at Better Leisure Centres in Cardiff. This has included requesting details of the GLL User Survey and Usage profiles broken down by age, disability, ethnicity, and gender, which were supplied. In **January 2019**, Members were pleased to note progress made in improving participation and usage rates, increased customer satisfaction and progress in delivering capital programme improvements.

21. 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

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<sup>2</sup> Adults – at least 150 minutes moderate intensity or 75 minutes vigorous intensity per week. Children – moderate-to-vigorous intensity physical activity average of at least 60 minutes per day across the week

whole of the leisure sector and reiterated their support for leisure and sport activities.

22. 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.

23. At this committee meeting, Members will consider a draft Inquiry report on Community Sport in Cardiff, which examines Sport Wales's proposals for a Central South Sport Regional Partnership. Members are advised to read this report alongside this item, to understand the changing landscape for community sport in Cardiff.

### **Way Forward**

24. Councillor Peter Bradbury (Cabinet Member – Culture and Leisure) will be invited to make a statement. Neil Hanratty (Director of Economic Development), Steve Morris (Operational Manager – Sport, Leisure and Development), Laura Williams (Assistant Director – Sport, Physical Activity & Health, Cardiff Metropolitan University) and Lauren Idowu (Cardiff and Vale Public Health Team) have been invited to attend to give a presentation. The whole panel will be available to answer Members' questions.

### **Legal Implications**

25. 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**

26. 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 20 January 2022, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**13 January 2022**

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**CARDIFF COUNCIL  
CYNGOR CAERDYDD**

**CABINET MEETING:**

**20 January 2022**

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**PHYSICAL ACTIVITY AND SPORT STRATEGY**

**CULTURE & LEISURE (COUNCILLOR PETER BRADBURY)**

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**AGENDA ITEM:**

**PORTFOLIO: CULTURE & LEISURE**

**Reason for this Report**

1. To seek approval of the Physical Activity and Sport Strategy.
2. To highlight the key areas for improvement in the overall health and lifestyle choices for our citizens.

**Background**

3. Building on the Olympic and Paralympic legacy, in 2014 Cardiff achieved the accolade of European Capital for Sport, recognising the city's facility infrastructure, community sport, major event hosting and collaboration to develop sport for all. Since then, Cardiff has played host to other major international sporting events such as the UEFA Champions League Finals, Heineken Cup and Volvo Ocean Race.
4. The city's premier sports clubs, namely Cardiff City FC, Cardiff Devils, Glamorgan Cricket Club and Cardiff RFC not only provide first class facilities for thousands of supporters to watch high class sport, but they also have the power to inspire new generations of sportsmen and women, attract investment to the city, provide employment opportunities and promote Cardiff on a UK and European stage.
5. In addition, the premier clubs are collaborating with the Council and the Higher Education Sector to develop additional academy facilities such as the proposed Pentwyn Rugby Academy and community centre, the Llanrumney Football and Sports academy and the Ice Arena. All of which not only create inspirational, modern facilities for talent to thrive but also become facilities for the community to use and attach themselves to the brands of our Cardiff premier clubs.

6. Cardiff is recognised worldwide for its sporting credentials and has used Sport as a means to drive tourism and regeneration through its major events and developments such as the Principality Stadium and Cardiff Bay, where Sport and Leisure has been the key driver to attract investment
7. Further developments in the city have included the new Ice Arena, new 3G pitches, investment in our Leisure Centres through our operating partner Greenwich Leisure Limited (GLL), high class sports facilities at Eastern Campus and Cardiff West Community High Schools and Elite training facilities at our university sites.
8. Investment in 3G playing surfaces over recent years with more planned in the near future has raised the aspirations of local communities such as Rumney, Trowbridge and St Mellons as well as Caerau and Ely where the new pitches are serving local clubs, improving playing standards and ensuring training and fixtures are never cancelled due to wet weather. They are designed to meet the standards of the National Governing Bodies to ensure Cardiff teams can escalate through the league pyramid to the highest levels possible.
9. More new facilities are currently in the pipeline and being progressed including a proposed new Velodrome, Off Road Bike and Quad Track, Closed Circuit Bike and Scooter Track and an indoor centre for Extreme Sport at the International Sports Village. A new International BMX track is being delivered at Llanrumney, and destination Skate Parks and Multi Use Sports facilities across the city in Parks.
10. The Council's partnerships with Cardiff Rugby, Cardiff City and Glamorgan Cricket have seen extensive community schemes unlocking their brand to create interest and grow participation. As a result, we have an emerging Playing Pitch Strategy which identifies the current and future trends in these sports and the need for more artificial pitches and different operating models that empowers clubs, Leagues and National Governing Bodies for Sport to take a greater role in securing and investing in existing facilities. It is intended that this strategy will be presented to Cabinet in the spring/summer of 2022.
11. Some success has been achieved through the transfer of assets from the Council to clubs and societies, where in each case there has been investment through grant aid, voluntary workforce, improved facilities, increased participation through programming and improved playing pitch standards. Examples include:
  - Victoria Park Bowls and Pavilion converted to a Beach Volleyball and Community facility.
  - Splott Changing Rooms, Pavilion and Grass Pitch to Splott Albion FC.
  - Maes Y Coed Changing Rooms and pitches to St Joseph's RFC/FC.
  - Llwynfedw Gardens Pavilion and Outdoor Courts to the Friends Group
  - Lydstep Park to Cardiff Dracs FC.
  - Sevenoaks Garages converted to a Boxing Club for St Joseph's BC.



- John Reynolds Centre converted to a Boxing Club and community facility with Llanrumney BC.
  - Trelai Park Pavilion and Green to Caerau/Ely Sports Trust.
12. Cardiff has over 400 sports clubs all of which have a motivated and enthusiastic team of volunteers. This voluntary sector is the backbone of grass roots sport and physical activity in in the city. Without these voluntary clubs providing opportunities for participation, coaching, administration and social interaction, there would be significant gaps in provision and the Council recognises the important role that the voluntary sector play in this regard.
  13. Through the 21<sup>st</sup> Century Schools delivery programme, the Council is investing significantly in high class sports facilities that will improve standards in curriculum time, encourage more pupils to take part in activities and be available to the local community to provide opportunities for school pupils to link with their local clubs for long term participation. In Primary schools there is an enormous amount being done both in curriculum and extra curriculum time to encourage young children to be active, eat healthily and promote healthy lifestyles. Many schools offer after school sports clubs linking with the professional clubs and their local community clubs.
  14. There are a range of initiatives aimed at breaking down barriers to participation where participation is low such as Women and Girls, BaME community, Welsh speakers, disability and LGBTQ community, albeit there is a great deal more to be done in these areas. We recognise that for some communities, especially those with minimal local sports clubs and facilities, a more flexible approach to delivery may be needed to ensure inequalities are targeted. This may include more direct targeted and hands on approach.
  15. The Council has strong and positive relationships with its major clubs, community clubs, higher and further education providers, BAME leaders, public health, private sector providers and the voluntary sector. Through these partnerships there are a variety of targeted action plans and programmes that aim to tackle knife crime, anti-social behaviours, bullying, smoking, drugs and alcohol misuse, and emerging gang crime.
  16. In terms of public health, the GP Referral scheme links closely with doctors surgeries and healthcare professionals to encourage patients into prescribed physical activity by linking the surgeries with their local leisure centre gym and our operating partners GLL. The Council has partnered with Public Health to look at the growing problem of obesity, inactivity and sedentary lifestyles in Cardiff where the life expectancy of citizens in the southern arc of the city is on average 18 years less than those who live in the North. This trend has placed a burden on the Health Service with increasing numbers of the population suffering from Heart Disease, Stroke and Type 2 Diabetes at a significant cost to the public purse. With these growing levels of obesity and inactivity there is a need to develop a whole system approach with Cardiff & Vale University Health Board and key stakeholders to address this issue with a Strategy that all partners can engage with to improve the health of our citizens for the long term through interventions and prevention. Regular physical activity is proven to help prevent

and treat noncommunicable diseases (NCDs) such as heart disease, stroke, diabetes and breast and colon cancer. It also helps to prevent hypertension, overweight and obesity and can improve mental health, quality of life and well-being. Indeed, during the lockdown periods of the Pandemic, we have seen the spotlight on mental well-being in particular and the benefits of accessing the outdoors to help alleviate such issues.

17. Cardiff, like many other major cities has a growing competitive market of private gym and leisure providers. The education sector including Cardiff University, Cardiff Metropolitan University, Cardiff and Vale College, Private Schools and our own school's estate are providing facilities for sports and physical activity participation. The major clubs in Cardiff namely, Cardiff City Football Club, Cardiff Rugby Club, Glamorgan Cricket Club and Cardiff Devils Ice Hockey Club have a community development service providing opportunities for participation.
18. Welsh Government set a policy for the Health and Wellbeing of our Future Generations in 2015 setting out key themes for public bodies to develop. The new law strives to make Wales a better place to live in now and in the future. The new law has 7 goals, these are the Wellbeing Goals:
  - i. A globally responsible Wales
  - ii. A prosperous Wales
  - iii. A resilient Wales
  - iv. A healthier Wales
  - v. A more equal Wales
  - vi. A Wales of cohesive communities
  - vii. A Wales of vibrant culture and thriving Welsh language
19. The Council has included references and actions to deliver against the key themes of the Future Generations policy in its Corporate Plan setting long term measurable plans for service areas. The Physical Activity and Sport strategy will cut across several of the Wellbeing Goals and will bring together partners and other public bodies to deliver its objectives for the improvement in life for the long term. The Council's relationship with the key stakeholders, as set out in this report, allows expertise, knowledge and resources to be brought together in a coordinated way to deliver a shared strategy to respond to the Wellbeing Goals and to deliver the best outcomes for the city's citizens.

## **Issues**

20. Although Cardiff is well blessed with facilities and key partners that are involved in the delivery of Physical Activity and Sport in Cardiff, this provision is fragmented and there needs to be a clear and deliverable strategy that has measurable outcomes to avoid duplication, maximise resources and make a step change in the growing number of inactive and unhealthy people in Cardiff.
21. Physical Activity and Sport is a discretionary service with limited opportunity to access significant long-term funding to sustain long term behavioural change.

22. The Physical Activity and Sport sector has found it difficult to articulate and evidence the benefits to Health in order to secure support from the larger health budgets for both intervention and preventative investment.
23. A number of national schemes have been introduced to tackle inactivity and poor health most recently the '*Move More Eat Healthy*' campaign. However, the lack of a cohesive and joint strategy where campaigns and the resources of key stakeholders can be focussed on a shared vision and goal is currently lacking.
24. In a recent Audit Wales review of the Council's Leisure Services contract with Greenwich Leisure Ltd., Audit Wales recommended the completion of a Leisure Strategy.

### **Strategy**

25. Through the Joint Venture with Cardiff Metropolitan University, Sport Cardiff has led on the creation of a new strategic approach to the development of physical activity & sport across the city. In doing this, they have established a strategy development group in partnership with Cardiff Council, Cardiff Metropolitan University, Cardiff & Vale University Health Board and Public Health Wales.
26. Following initial scoping discussions, it was agreed to develop a strategy that aligned with the Global Action Plan for Physical Activity (GAPPA) developed by the World Health Organisation attached at Appendix 1. This was to ensure Cardiff is at the forefront of thinking and developments around driving systemic changes across sport & physical activity landscapes.
27. Consequently, funding from Public Health Wales was made available to support the appointment of a consultant who would work with the group to develop the strategy. Nick Cavill Associates were appointed, who are regarded as a leader in applying 'systems thinking' to solve complex health & activity challenges. The systems approach to developing the strategy aligns to the core ethos of the GAPPA and represented an insightful way to draw together and gather feedback from a wide group of people.
28. During the pandemic a number of virtual workshops with a cross-section of partners & stakeholders from across the city were held. These led to the creation of a systems map for Cardiff highlighting the various inter-connections and partnerships required to drive meaningful and sustainable improvement across the city.
29. From this work a draft strategy was developed which was presented to the Public Service Board in August 2021 attached at Appendix 2. The draft strategy set out the following vision and key areas for development and collaboration.

### **Vision & Objectives**

30. The agreed draft vision for the strategy is:

*“Cardiff to be the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally renowned sport”*

31. This is underpinned by 4 key action areas:

- Active Environments
- Active Societies
- Active People
- Active Systems

Plans to deliver against each of this action areas are set out in the strategy document attached at Appendix 2.

32. The strategy has identified four key objectives:

- 1) Change Social Norms around Physical Activity
- 2) Reduce sedentary lifestyles
- 3) Increase participation in regular physical activity and sport
- 4) Reduce inequalities

### **Governance**

33. At the Public Service Board meeting in August 2021, it was agreed that to drive this strategy forward there was a need to create an Executive Leadership Board which would include representation from key stakeholders across the city. This group is comprised of the following multi agencies, and the Terms of Reference are attached at Appendix 3:

- Chair: Leader of Cardiff Council & Chair of Cardiff Public Services Board
- Executive Director of Public Health, Cardiff and Vale University Health Board
- Cabinet Member for Culture and Leisure, Cardiff Council
- Cabinet Member for Strategic Planning & Transport, Cardiff Council
- Chief Executive of Cardiff Third Sector Council, C3SC
- OM Sport, Leisure & Development, Cardiff Council
- Director of Sport, Cardiff Met University
- Director of Sport, Cardiff University
- Physical Activity Lead for Public Health Wales
- Sport Wales
- Head of Service for GLL
- Cardiff Met University and Research and Evaluation Group Chair
- Operational leads from Cardiff Metropolitan University and Cardiff and Vale Public Health Team

34. Through the Leadership Board, external stakeholders will be encouraged to adopt the strategy and align themselves to its key action areas to achieve a greater number of outcomes and improvements to Health and Wellbeing of our

citizens. It is also intended that Council Service Areas will adopt the strategy with applicable themes included in Directorate Delivery Plans and reported quarterly through the Councils corporate performance reporting processes.

### **Key delivery considerations**

35. Like many UK and port cities, Cardiff has a very diverse, multi-cultural population. The strategy will serve to address participation in physical activity by targeting resources towards underrepresented groups particularly in the Southern Arc of the city where barriers to sport and physical activity exist. Specific areas of focus will be included in the developing action plans to tackle these barriers in areas such as the homelessness, lower socio-economic areas, BaME groups, women and girls and disability inclusion.
36. The impact of the COVID-19 pandemic has highlighted the importance of physical activity with more people taking advantage of accessing Public Open spaces by walking, jogging and cycling. As we emerge from the pandemic, there is an opportunity to capture and build upon the new trends that citizens have adopted during lockdown periods. In addition to the positive impacts, behavioural changes and habits have been observed with rising cases of youth annoyance and violent behaviour amongst young people. This will be addressed through the Council's Youth Service and through collaboration with the 3<sup>rd</sup> sector and other public bodies.
37. Aligning delivery to the structure of Public Health Boards in Wales could provide the opportunity to challenge the proposed Sport Wales regionalisation model with a move to a Cardiff and Vale region for Physical and Activity helping to closely align Public Health and Sport and Physical Activity resources for the greatest impact.
38. The adoption of the Physical Activity and Sport Strategy by Cabinet fulfils the Audit Wales recommendation for the Council to produce a Leisure Strategy.

### **Reason for Recommendations**

39. To bring key stakeholders together through agreed strategic themes to avoid fragmentation and assure a more collaborative approach to delivery and resourcing for Physical Activity and Sport.
40. To evidence the benefits of Physical Activity and Sport with a view to gaining additional resources from statutory bodies and making a step change in the habits and health of citizens.

### **Financial Implications**

41. The report and appendices set out a number of objectives and initiatives in relation to the aim of improving the health and wellbeing of our communities through adoption of the physical activity and sport strategy for Cardiff.

42. Additional financial implications are not identified and any increased funding requirement as a result of the strategy proposals will need to be met within existing revenue and capital resources or through the identification of additional external funding opportunities.

### **Legal Implications**

43. This report proposes to adopt a strategy for improvement of health by physical activity and sports and establishing terms of reference for the Leadership Group. Legal Services are instructed that the Leadership Group is not intended a separate decision-making body to the Council but is a forum in which stakeholders can discuss an aligned strategy to promote the issues raised in this report. Specific advice should be obtained on actions arising from this forum as they arise prior to implementation, where required, to ensure the Council complies with any legal or procedural requirements.

### **Equalities & Welsh Language**

44. In considering this matter the decision maker must have regard to the Council's duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must, in making decisions, have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: (a). Age, (b) Gender reassignment (c) Sex (d) Race – including ethnic or national origin, colour or nationality, (e) Disability, (f) Pregnancy and maternity, (g) Marriage and civil partnership, (h) Sexual orientation (i) Religion or belief –including lack of belief.
45. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 \(gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.
46. An Equalities Impact Assessment should be considered to identify the equalities implications of the proposed decision, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment.
47. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

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

48. The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally

responsible. In discharging its duties under the Act, the Council has set, and published well-being objectives designed to maximise its contribution to achieving the national well-being goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2020 -23.

49. When exercising its functions, the Council is required to take all reasonable steps to meet its wellbeing objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the wellbeing objectives and must be satisfied that all reasonable steps have been taken to meet those objectives.
50. The wellbeing duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
- Look to the long term
  - Focus on prevention by understanding the root causes of problems
  - Deliver an integrated approach to achieving the 7 national well-being goals
  - Work in collaboration with others to find shared sustainable solutions
  - Involve people from all sections of the community in the decisions which affect them

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

### Policy and Budget Framework

51. The decision maker must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to Council.

### Property Implications

52. There are no specific property implications in respect of the Physical Activity and Sport Strategy report. Where there are any property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

### Human Resources Implications

53. There are no HR implications arising from the recommendations in this report

## RECOMMENDATIONS

Cabinet is recommended to:

- 1) Note the use of the Sport and Leisure Sector as a key driver for the city's regeneration, tourism, reputation and ability to engage with a range of partners to tackle issues and improve the lives of citizens.
- 2) Endorse the governance arrangements and monitoring through the Public Service Board as set out in Appendix 3.
- 3) Adopt the strategy as set out in Appendix 2 and its four key objectives:
  1. Change Social Norms around Physical Activity
  2. Reduce sedentary lifestyles
  3. Increase participation in regular physical activity and sport
  4. Reduce inequalities

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Neil Hanratty</b>
	Director of Economic Development

### Appendices

**Appendix 1:** GAPPA

**Appendix 2:** Physical Activity and Sport Strategy

**Appendix 3:** Leadership Group, Terms of Reference



# MORE ACTIVE PEOPLE FOR A HEALTHIER WORLD



# A VISION FOR A MORE ACTIVE WORLD

Regular physical activity is proven to help prevent and treat noncommunicable diseases (NCDs) such as heart disease, stroke, diabetes and breast and colon cancer. It also helps prevent hypertension, overweight and obesity and can improve mental health, quality of life and well-being. Yet, much of the world is becoming less active. As countries develop economically, levels of inactivity increase. In some countries, these levels can be as high as 70%, due to changing transport patterns, increased use of technology, cultural values and urbanization.

**Failure to act to increase levels of physical activity will see related costs continue to rise, with negative impacts on health systems, the environment, economic development, community well-being and quality of life.**

This new global action plan to promote physical activity responds to the requests by countries for updated guidance, and a framework of effective and feasible policy actions to increase physical activity at all levels. The plan sets out four objectives and recommends 20 policy actions that are universally applicable to all countries and address the multiple cultural, environmental and individual determinants of inactivity.

**Effective implementation will require bold leadership combined with cross-government and multisectoral partnerships at all levels to achieve a coordinated, whole-of-system response.**

The World Health Organization will support countries to scale up and strengthen their response with evidence-based policy solutions, guidelines and implementation tools, and will monitor global progress and impact.

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*There are many ways to be active - walking, cycling, sport, active recreation, dance and play - and many policy opportunities to increase participation.*

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## GOAL TO REDUCE PHYSICAL INACTIVITY

**BY 2025**  
**10%**

**BY 2030**  
**15%**

# 1 CREATE ACTIVE SOCIETIES

## SOCIAL NORMS AND ATTITUDES

Create a paradigm shift in all of society by enhancing knowledge and understanding of, and appreciation for, the multiple benefits of regular physical activity, according to ability and at all ages.



# 2 CREATE ACTIVE ENVIRONMENTS

## SPACES AND PLACES

Create and maintain environments that promote and safeguard the rights of all people, of all ages, to have equitable access to safe places and spaces, in their cities and communities, in which to engage in regular physical activity, according to ability.



# 3 CREATE ACTIVE PEOPLE

## PROGRAMMES AND OPPORTUNITIES

Create and promote access to opportunities and programmes, across multiple settings, to help people of all ages and abilities to engage in regular physical activity as individuals, families and communities.



# 4 CREATE ACTIVE SYSTEMS

## GOVERNANCE AND POLICY ENABLERS

Create and strengthen leadership, governance, multisectoral partnerships, workforce capabilities, advocacy and information systems across sectors to achieve excellence in resource mobilization and implementation of coordinated international, national and subnational action to increase physical activity and reduce sedentary behaviour.



# PHYSICAL ACTIVITY HAS MULTIPLE HEALTH, SOCIAL AND ECONOMIC BENEFITS

AND CAN CONTRIBUTE TO ACHIEVING THE 2030 SUSTAINABLE DEVELOPMENT GOALS (SDGs).

Policy action on physical activity is interconnected with 13 SDGs



Working in partnership and investing in policy actions to promote walking, cycling, sport, active recreation and play can promote community well-being and quality of life for all.

# WHAT IS THE WORLD HEALTH ORGANIZATION GOING TO DO?

Working in partnerships, WHO will support countries to implement a whole-of-community approach to increase levels of physical activity in people of all ages and abilities. Global, regional and national coordination and capacity will be strengthened to respond to needs for technical support, innovation and guidance.

## WHO will focus on the following key areas:



**Facilitate and promote multisector partnerships**



**Develop and disseminate policy, guidelines and tools**



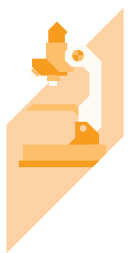
**Catalyse innovation and digital solutions**



**Advocate for policy action, partnerships and community participation**



**Support knowledge transfer**



**Promote investment in research and evaluation**



**Support resource mobilization**



**Provide technical support**



**Partner to strengthen workforce capacity**



**Monitor progress and impact**

# WHOLE OF GOVERNMENT SOLUTIONS FOR PHYSICAL INACTIVITY

This global action plan provides a “systems-based” roadmap for all countries to enable national and subnational action to increase physical activity and reduce sedentary behaviour.

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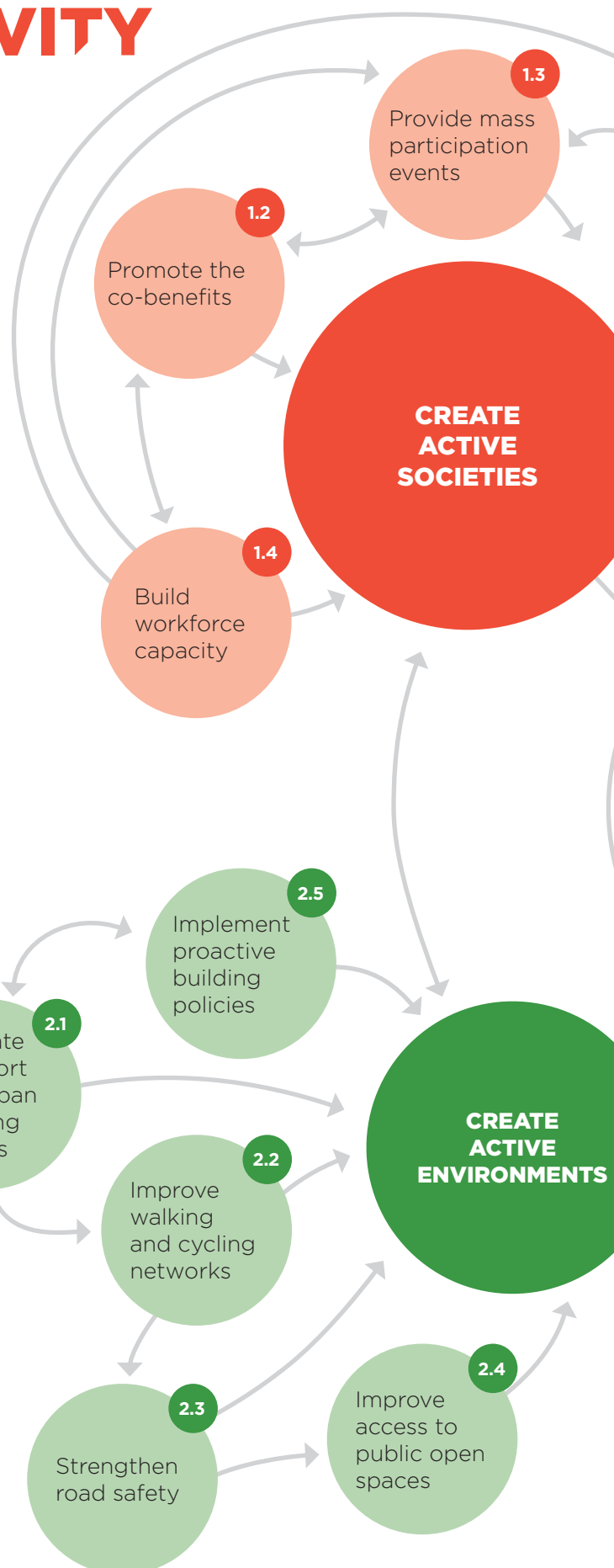
*Increasing physical activity requires a systems-based approach - there is no single policy solution*

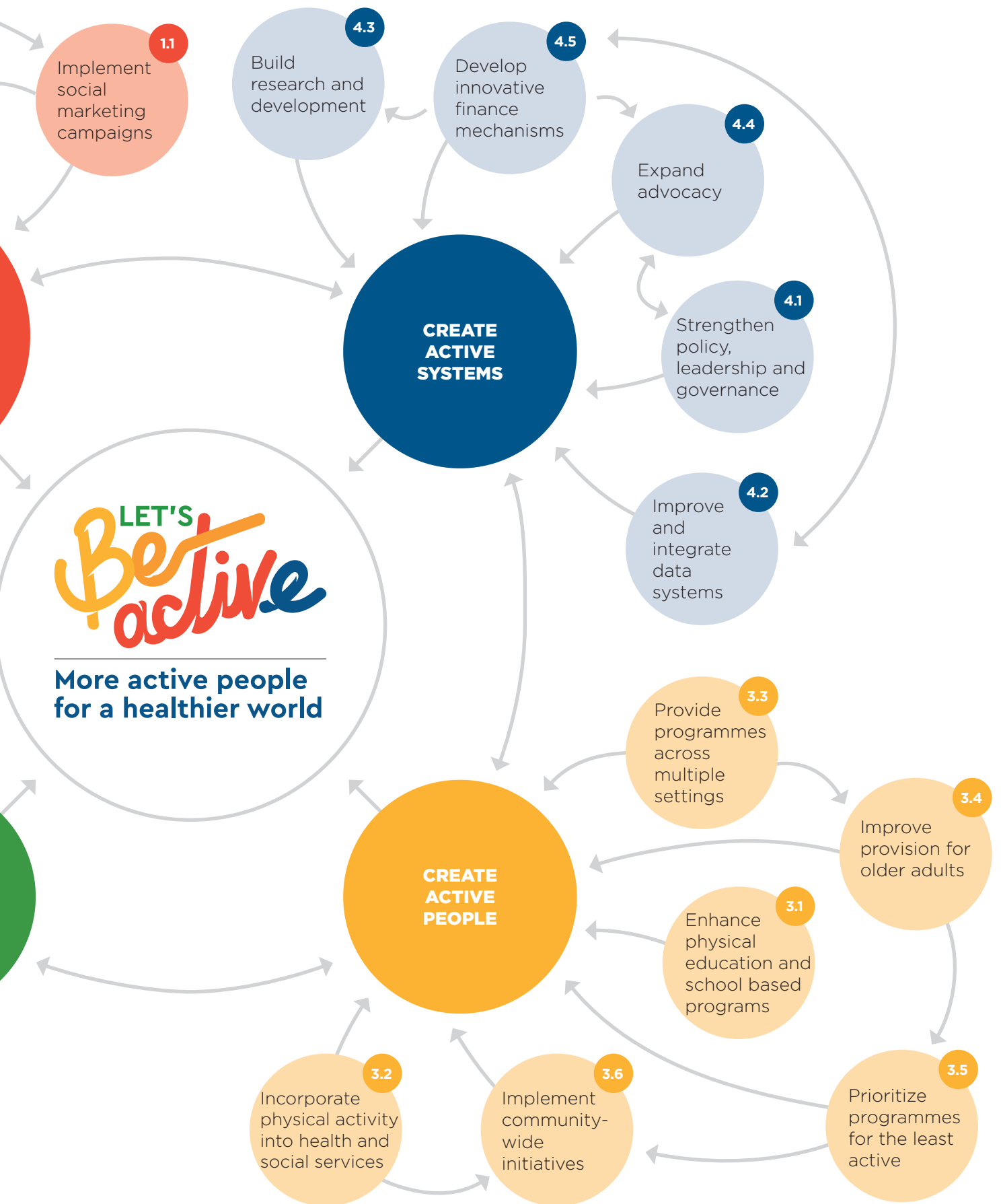
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## WHAT IS A ‘SYSTEMS-BASED’ APPROACH?

A systems-based approach recognizes the interconnectedness and adaptive interaction of multiple influences on physical activity. It shows the numerous opportunities for policy action by different stakeholders to reverse current trends in inactivity and how they interact on multiple levels.

Implementation requires a collective and coordinated response across the settings where people live, work and play by all relevant stakeholders, at all levels, to ensure a more active future.







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# Physical Activity and Sport Strategy for Cardiff (2022-2027)

**VISION:** Cardiff is the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally-renowned sport

**AIM:** Improve the health and wellbeing of our communities through physical activity and sport

Objectives	1. Change social norms around physical activity	2. Reduce sedentary lifestyles	3. Increase participation in regular physical activity and sport	4. Reduce inequalities
Examples of Indicators	% of population who agree that 'physical activity is a normal part of everyday life in Cardiff'	% of the population active for less than 30 minutes per week	% of the population active at recommended levels. For adults at least 150 minutes (2 1/2 hours) of moderate intensity activity or 75 minutes of vigorous intensity activity per week. For children moderate-to-vigorous intensity physical activity for an average of at least 60 minutes per day across the week.	Difference in the % sedentary and active between population sub-groups according to gender; socio-economic status; disability/long-term health conditions and Black Asian and Minority Ethnic communities.

**What we will do**  
 Take a ***whole system approach*** across Cardiff. This means bringing together a wide ***range of partners***, taking ***coordinated action*** across four key areas; and focusing on ***system levers*** (where a small shift can create large changes).



# Physical Activity and Sport Strategy for Cardiff (2022-2027)

**VISION:** Cardiff is the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally-renowned sport

**AIM:** Improve the health and wellbeing of our communities through sport and physical activity

Objectives	1. Change social norms around physical activity	2. Reduce sedentary lifestyles	3. Increase participation in regular physical activity and sport	4. Reduce inequalities
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## Active Systems

*“There is a strong leadership for physical activity across Cardiff. Partners understand the physical activity system, and their part in it. We make sure all new public policies emphasise the opportunities to be active. There is a strong research and development function so we can learn what works and improve.”*

Page 94

### Examples of actions

- Coordinate action on physical activity at the highest possible level
- Ensure funding and investment for physical activity across the system
- Build strong coordination of the research and development function

- Ensure progress on the strategy is being monitored and evaluated
- Audit public policies to maximise the extent to which they are physical activity-friendly
- Identify public policies which may counteract our vision in this Strategy.

System Levers	Making the healthy choice the easy choice	Building back better and fairer	Increasing visibility of physical activity	Providing young people with positive and fun experiences of physical activity	Developing strong leaders and advocates for physical activity	Including physical activity in all policies
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Examples of leverage points in action	Creating healthy supportive environments for physical activity makes it easier to be active and <b>increases</b> footfall which <b>builds</b> feelings of community safety, which in turn <b>helps</b> people to be active in their communities and <b>improves</b> social norms around physical activity.	Building on increased interest in physical activity following COVID-19 and <b>providing</b> positive opportunities helps <b>develop</b> community spirit and <b>builds</b> acceptance of physical activity as ‘the new normal’.	Staging public sport or activity events in parks and green spaces <b>increases</b> visibility of physical activity as normal behaviour and <b>improves</b> perceptions of the park which in turn <b>inspires</b> people to be active	Emphasising enjoyable fun physical activity opportunities for young people <b>builds</b> skills and confidence, <b>creates</b> habits for life, and <b>improves</b> family enjoyment of activity	Public leaders and politicians showing visible support and advocacy for physical activity <b>improves</b> public perception and <b>supports</b> creation of healthy public policies	Ensuring physical activity is part of all public policies <b>supports</b> actions to create active environment, societies and people, which <b>changes</b> social norms and <b>increases</b> demand for new healthy policies
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## Active Environments

*“Cardiff’s built and natural environment supports and enables our population to be physically active. We value, invest in and promote our green and blue spaces, ensuring equitable access to all, and that communities are connected to the space around them. We support and prioritise healthy travel (walking, cycling, other forms of mobility involving the use of wheels including wheelchairs, scooters and skates, and the use of public transport) including discouraging the use of the car for short journeys. Collectively we actively look for policies and environmental ‘nudges’ that can encourage physical activity in everyday life.”*

Page 95 Examples of actions	<ul style="list-style-type: none"> <li>Celebrating and increasing use of our great green and blue spaces, with a focus on increasing equitable access</li> <li>Public events in parks and green space including sports and non-sports events</li> <li>Improving walking infrastructure including lighting to increasing feelings of community safety</li> <li>Campaigns and promotions to change social norms around cycling (and walking)</li> <li>Audit and investment in facilities – building what is right for the community</li> </ul>	<ul style="list-style-type: none"> <li>Building and maintaining active travel networks – especially bike lanes and school travel</li> <li>Implementing city-wide speed limits</li> <li>Considering other ways to restrict motor vehicle access</li> <li>Leading by example: publicity of politicians cycling to work</li> <li>Ensure environment and transport policies support physical activity</li> </ul>
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## Active Societies

*“It is normal to be regularly physically active in Cardiff – everybody is doing it! There is an activity ‘buzz’ in the city as people find different ways to enjoy physical activity together. We build communities around physical activity and sport and support each other, in ‘real life’ and online. Through communications and social media we regularly promote the value of physical activity for health, environmental and community benefits.”*

### Examples of actions

- Communications – including social media – to build positive image of physical activity
- Universal messages to encourage all people to be more active, alongside targeting of the least active
- Promote the simple messages
- Encouraging conversations about physical activity in primary care
- Sports clubs for all ages and abilities – making physical activity the norm

- Appoint a physical activity or active living ‘Ambassador’ to show leadership
- Creating a network of organisations to lead and advocate for physical activity
- Developing a network of volunteers to support active events
- Building community support for activity (and reducing resistance)

System Levers	Making the healthy choice the easy choice	Building back better and fairer	Increasing visibility of physical activity	Providing young people with positive and fun experiences of physical activity	Developing strong leaders and advocates for physical activity	Including physical activity in all policies
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## Active People

*“People in Cardiff have access to and are supported to make use of a wide range of inclusive physical activity opportunities, whatever their background or location. Opportunities and programmes are low cost or free to allow universal access. Community events and activities bring people together to enjoy being active and support each other. People enjoy working and learning in places that support them to be active everyday.”*

Page 97 Examples of actions	<ul style="list-style-type: none"> <li>Develop physical activity programmes that appeal to the widest range of people</li> <li>Ensure provision is focused on key communities e.g. deprived communities; BAME</li> <li>Aim to make programmes accessible and inclusive</li> <li>Expand and join up social prescribing physical activity opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Build community cohesion, integration and participation through events and celebrations</li> <li>Policies (education; workplace) include and prioritise physical activity</li> <li>Promote opportunities for families to be active together</li> </ul>
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# Move More Cardiff Leadership Group Terms of Reference

<p><b>1.0 Purpose of the Group</b></p>	<p>The purpose of the Leadership Group is to drive the delivery of the Move More Cardiff Physical Activity and Sport Strategy 2022-2027 and Implementation Plan, working to achieve the Strategy’s vision that <i>‘Cardiff is the best city in the UK to be physically active, from walking, cycling and activity in daily life through to internationally-renowned sport’</i>.</p> <p>This Group will set the direction for the Strategy and Implementation Plan, provide leadership and advocacy for the whole systems approach, identify levers and opportunities for high level change and action, and unblock challenges across the complex system.</p>
<p><b>2.0 Objectives of the Group:</b></p>	<ol style="list-style-type: none"> <li>1) Provide strategic systems based leadership for Move More Cardiff Physical Activity and Sport Strategy 2022-2027 and Implementation Plan.</li> <li>2) Monitor progress against the Implementation Plan</li> <li>3) Embed physical activity as a central feature in policy and practice across Cardiff (i.e. planning, transport, health and social care, economic development, education, and the environment policy arenas).</li> <li>4) Build capacity and advocate for support of the Move More Cardiff Physical Activity and Sport Strategy at every opportunity across multiple sectors: policy makers; the media; private sector; city and community leaders, and the wider community</li> <li>5) Influence the development and improvement of data systems to allow population surveillance of physical activity and sedentary behaviour, across all ages and multiple domains in Cardiff.</li> <li>6) Strengthen research and evaluation capacity to support the Strategy and Implementation Plan increasing physical activity and reducing sedentary behaviour.</li> <li>7) Horizon scan for funding opportunities to expand delivery of Move More Cardiff Implementation plan</li> </ol>
<p><b>3.0 Reporting:</b></p>	<p>The Move More Cardiff Physical Activity Strategy and Implementation Plan is framed within Move More, Eat Well, but is its own distinct Strategy. Reporting will be into the Cardiff Public Services Board.</p>
<p><b>4.0 Membership</b></p>	<p>Chair: Cllr Huw Thomas (<i>Leader of Cardiff Council &amp; Chair of Cardiff Public Services Board</i>)</p> <p>Fiona Kinghorn (<i>Executive Director of Public Health, Cardiff and Vale University Health Board</i>)</p>

	<p>Councillor Peter Bradbury (<i>Cabinet Member for Culture and Leisure, Cardiff Council</i>)</p> <p>Councillor Caro Wild (<i>Cabinet member Strategic Planning &amp; Transport, Cardiff Council</i>)</p> <p>Sheila Hendrickson-Brown (<i>Chief Executive of Cardiff Cardiff Third Sector Council, C3SC</i>)</p> <p>Steve Morris (<i>OM Sport, Leisure &amp; Development, Cardiff Council</i>)</p> <p>Ben O'Connell (<i>Director of Sport, Cardiff Met University</i>)</p> <p>Stuart Vanstone (<i>Director of Sport, Cardiff University</i>)</p> <p>John Bradley (<i>Physical Activity Lead for Public Health Wales national team</i>)</p> <p><b>Sport Wales representative</b></p> <p>Rhys Jones (<i>Head of Service for GLL</i>)</p> <p>Dr Owen Thomas (<i>Reader in Sport Psychology, Cardiff Met University and Research and Evaluation Group Chair</i>)</p> <p>Operational leads (<i>Laura Williams, Cardiff Met / Lauren Idowu, Cardiff and Vale Public Health Team</i>)</p>
<b>4.1 Co-option</b>	At the discretion of the Chair: at the time the agenda is prepared, other stakeholders or external advisors may be co-opted for specific agendum items.
<b>4.2 Substitutes</b>	Members will, at the discretion of the Chair, be permitted to nominate deputies to attend the Move More Leadership Group on their behalf.
<b>4.3 Observers and Presenters</b>	Can be invited as and when required at the invitation of the Chair.
<b>4.4 In attendance</b>	Action Group Chairs (Active Environment, Active Societies, Active People) or nominated representative.
<b>5.0 Meeting procedures:</b>	<p>Meetings will be held 3-4 times per annum. Meetings shall be quorate if 50% of members are present.</p> <p>All meeting papers are distributed at least five working days prior to each meeting.</p>
<b>6.0 Review of Terms of Reference</b>	These Terms of Reference and operating arrangements shall be reviewed every two years by the Group.



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**CYNGOR CAERDYDD  
CARDIFF COUNCIL**

**ECONOMY & CULTURE SCRUTINY COMMITTEE**

**19 JANUARY 2022**

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**COMMUNITY ENGAGEMENT AND SAFETY IN PARKS: PRE-DECISION  
SCRUTINY**

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**Purpose of the Report**

1. To provide background information to Members to aid their scrutiny of the draft report to Cabinet regarding community engagement and safety in parks, attached at **Appendix 1**, which is due to be considered by Cabinet at their meeting on 20 January 2022.

**Scope of Scrutiny**

2. At their meeting on 20 January 2022, the Cabinet will receive an update on current activities and future plans for community engagement and safety in parks, prepared in response to a motion passed at Council on 21 October 2021.
3. During this scrutiny, Members can explore:
  - i) The response to the areas outlined in the motion to Council, including:
    - i. The work to date re community engagement in parks
    - ii. The work to date re safety in parks
    - iii. Plans for community engagement and safety in parks
  - ii) Whether there are any financial implications for the Council
  - iii) Whether there are any risks to the Council
  - iv) The timeline and next steps
  - v) The recommendations to Cabinet.

**Background**

4. At Council on 21 October 2021, Councillor Robson proposed a Notice of Motion, seconded by Councillor Hudson, regarding safety in parks. Two amendments

were received, from the Labour Group and Liberal Democrat Group. The notice of motion as amended by the Labour Group, with the Liberal Democrat Group amendment regarding meaningful consultation with local communities regarding whether or not to return to locking parks at night, was carried, as follows:

*This Council notes that:*

- 1. Cardiff's parks and open spaces are a major feature of the city which are a valuable resource and safe space for residents and visitors.*
- 2. Parks are places where individuals and families should feel safe and during the Coronavirus pandemic, many residents enjoyed and appreciated their local park to be able to get outside.*
- 3. There are a number of volunteer groups, including "Friends" groups, who make a valuable contribution and help to enhance our parks. This Council expresses its thanks to them for their hard work.*
- 4. The work of parks rangers is crucial in both enabling work carried out by Friends groups and ensuring that Cardiff parks are safe and well-managed.*
- 5. That working with the police is vital to keeping Parks safe and well managed, and notes that 21,000 Police Officers in the UK have been cut since 2010.*

*This Council also notes that there has sadly been a spate of incidents in parks over the past few months, ranging from serious crimes to low-level anti-social behaviour. This Council calls on the Cabinet to bring forward a report which includes:*

- Continue to look at ways during the budget process to increase funding in park safety and support staff and Friends Groups going forward*
- A policy on where and when it is appropriate to continue to introduce lighting in parks, and what consultation would be undertaken to identify any paths that need lighting.*
- Consideration of whether when serious vandalism occurs in parks the Council should, after seeking advice from the Police, offer a reward, where appropriate for information which leads to arrests.*
- Proposals to undertake a meaningful consultation with local communities on whether or not to return to locking parks at night.*

*Such a report should be brought to Cabinet within four months.<sup>1</sup>*

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<sup>1</sup> Extract taken from minutes Council Meeting 21 October 2021

5. The draft report to Cabinet entitled '*Community Engagement and Safety in Parks*' is attached at **Appendix 1** and has **three** appendices:
- **Appendix A** - Parks 'Friends Of' Groups
  - **Appendix B** - Community Park Ranger Service – Partner Organisations
  - **Appendix C** – Community Park Ranger Service – Live Projects.

#### Community Engagement re Parks

6. **Points 5-14** of the report to Cabinet provide an overview of existing community engagement in parks, with additional information provided in Appendices A - C. This shows the **Community Park Ranger** team lead on community engagement in parks by:
- i) Supporting 29 constituted and emerging Friends Groups
  - ii) Supporting the volunteer workforce – volunteer hours in 2018/19 were at 20,488, equating to £157,000 at National Living Wage level
  - iii) Hosting the Local Nature Partnership and Co-ordinator post, which is funded till 31<sup>st</sup> March 2022
  - iv) Undertaking partnership work with circa 32 organisations
  - v) Supporting grant applications for third parties – total value of current live projects exceeds £1,600,000
  - vi) Supporting volunteering and work experience opportunities for individuals within the homeless community.

7. At **point 14**, the report to Cabinet highlights that the Community Ranger Services is the Council's lead delivery service in responding to, halting, and reversing the decline in biodiversity, helping to respond to the nature emergency declared by Welsh Government in June 2021 and Cardiff Council in November 2021.

#### Safety in Parks

8. **Points 15- 23** of the report to Cabinet include details of work currently undertaken to ensure safety in parks, including:
- i) **Urban Park Ranger Service** leading on this work, via patrolling, byelaw enforcement, litter collection and graffiti clearance, visual playground inspections and repairs, emergency call out, delivering public awareness and engagement events, liaison with other

Council teams, and liaison with South Wales Police, South Wales Ambulance Service and South Wales Fire and Rescue Services

- ii) The establishment of a **Bute Park multi-agency Task and Finish Group** to address safety concerns, resulting in installation of CCTV, a designated 'Safe Space' at Pettigrew Tea Rooms, public awareness events promoting safety for women and girls and an anti-knife campaign, relaunch of Friends of Bute Park, 'Cuppa with a Copper' events, and ongoing work exploring options for anti-social behaviour detectors.

9. **Point 17** of the report to Cabinet highlights that the pandemic has led to closer working between Urban Park Rangers and South Wales Police, with enhanced sharing of information/ intelligence and establishment of joint patrolling and enforcement activity. **Point 19** states the Urban Park Rangers are now aligned to the seven South Wales Police sector areas.

#### Response to Council Motion

10. The motion to Council specifically asks for the report to Council to address the following:

- *Continue to look at ways during the budget process to increase funding in park safety and support staff and Friends Groups going forward*
- *A policy on where and when it is appropriate to continue to introduce lighting in parks, and what consultation would be undertaken to identify any paths that need lighting.*
- *Consideration of whether when serious vandalism occurs in parks the Council should, after seeking advice from the Police, offer a reward, where appropriate for information which leads to arrests.*
- *Proposals to undertake a meaningful consultation with local communities on whether or not to return to locking parks at night.*

#### Funding

11. The report to Cabinet sets out that the Community Park Ranger and the Urban Park Ranger services operate seven days a week to meet service demand. The Community Park Ranger staffing establishment is 12.4FTE, which includes a trainee post created in 2021/22, funded through external grant sources, over a three-year term. The Urban Park Ranger staffing establishment is 14 FTE, which

includes four new posts created 2021/22, following permanent base budget revenue growth of £112,000, and a trainee post on a three-year, fixed term basis.

12. The report to Cabinet highlights, at **point 38**, that a Parks Community Liaison Officer post and an Anti-Social Behaviour Case Worker post were deleted in financial years 2009/10 and 2010/11 respectively, due to savings targets.

13. The report to Cabinet highlights that existing budget provision is already subject to significant constraint and that any new resource demands will apply further pressure. **Point 12** of the report to Cabinet highlights increasing interest in volunteering, and states:

*'The extent to which volunteering and wider community engagement places maximum demand on the service will be determined by the recovery from the pandemic.'*

14. **Points 40-44** of the report to Cabinet set out there are other current and emerging budget pressures within the parks service, namely:

- i) Ash Dieback Action Plan – no current external funding available to support investment or delivery of this plan
- ii) Weed Control – increase in costs of herbicides.

15. **Points 45-46** of the report to Cabinet highlight that reduced service provision may be considered to mitigate other demands, including the removal of shrub beds, hedges, and spring/ summer bedding displays.

16. **Point 47** states:

*'The Council continues to be active in identifying and securing external funding that supports community engagement and safety in its parks. Such opportunities are, in the main project based, over a fixed term and do not support on-going revenue expenditure, particularly mainstream staffing.'*

#### Lighting

17. The report to Cabinet states that evidence suggests parks situated closer to the city centre will be more at risk of anti-social behaviour and crime linked to the night-time economy and that the provision of lighting can improve safety and increase confidence for after dark/ night-time users. Currently, lighting covers

circa 6.7% of parks and wider green corridors, the majority of which is for adopted highway paths crossing parkland.

18. **Point 26** sets out the following limitations on the Council's ability to increase lighting in parks:

- i) Capital and ongoing revenue expenditure
- ii) Availability of infrastructure, such as ducted power supply
- iii) Presence of mature trees, with extensive root systems
- iv) Negative impact on wildlife and their habitats.

19. The report to Cabinet highlights the existing Home Office Safer Street funding does not currently including lighting for parks but that future funding rounds may do so.

20. The report to Cabinet outlines that the Cycle Superhighway 4, which extends from Sophia Gardens, through Pontcanna Fields, along the River Taff to North Cardiff, includes proposals for installation of lighting, with an integral environmental impact assessment on the parkland the route transverses. Specialist consultants are determining options for provision; learning from this work can be used to inform future policy and design (**point 28**).

21. **Point 29** sets out the following key factors for determining a policy on where and when it is appropriate to continue to introduce lighting into parks:

- Level of use (Frequency, Duration and Total Use Metrics)
- Type of use (Purpose & Demographic)
- Connectivity (Neighbourhood & City Wide)
- Environmental Impacts
- Equality Impacts
- Management Information (Crime & Anti-Social Behaviour Statistics)
- Condition Assessment of Existing Infrastructure
- Future Proofing.

22. **Point 29** stresses the Council recognises the importance of public safety and is supportive of the introduction of lighting schemes, particularly for commuter routes and areas of high footfall. **Point 30** states consultation involving local communities, local and city-wide stakeholder groups and agencies will be key.



## Reward

23. The report to Cabinet sets out current arrangements to offer rewards, via Crimestoppers, which enables people to come forward anonymously. Whilst there are no restrictions to prevent local authorities from offering rewards, it is not commonplace and the report to Cabinet states, at **point 33**:

*'The merits of such a scheme are not self-evident and may raise issues as to the integrity and validity of information provided. There is, at present, no budget allocation for such a provision.'*

## Consultation re Locking of Parks

24. The report to Cabinet highlights currently there are eleven groups across Cardiff involved in locking and unlocking their local parks. Only Parc Cefn Onn and Roath Park (including Roath Pleasure Gardens) have not returned to a park locking regime post pandemic.

25. At **point 37**, the report to Cabinet states that it is proposed a '*consultation exercise involving the users / stakeholders and local ward member in Lisvane, in respect of Parc Cefn Onn, and the local ward members for Cyncoed and Plasnewydd for Roath Park and Roath Pleasure Gardens, respectively, is conducted in February 2022.*'

26. **Financial Implications** are set out at **points 49-51** and highlight:

- i) Additional financial implications are not identified but reference is made to budget pressures and constraints
- ii) That external grant funding opportunities will be actively sought but are not confirmed at this time
- iii) The service will look to identify potential efficiencies to release revenue funding and mitigate against existing and future pressures
- iv) The existing revenue budget for Parks service is £5.8million, which supports 140FTEs.

27. **Legal Implications** are set out in **points 52-59** and state the various Acts providing local authorities with powers to provide and maintain recreation grounds and public open spaces and to do something for the benefit of the area. They also set out the requirement to make decisions in the context of the Council's public

sector equality duties, public sector duties, socio-economic duty, Wellbeing of Future Generations duties, including sustainable development principle, and Welsh Language duties.

28. **HR Implications** are set out at **Point 60** and state that *‘any proposals to review the staffing establishment to address capacity will be subject to the usual processes which include the application of the Council’s Job Evaluation, post creation and recruitment processes. Where appropriate trade union consultation will be required.’*

29. **Property Implications** are set out at **Point 61** and state that there are no specific property implications arising from this report.

### **Proposed Recommendations to Cabinet**

30. The report to Cabinet contains the following recommendations:

- i) *note the current activity, projects and plans relating to community engagement and safety in parks, as detailed within the report.*
- ii) *note the content of the report and consider as part of the 2022/23 budget proposals.*
- iii) *through the work being undertaken on the Cycle Superhighways Programme and the learning and operational experience gained from the Cycleway 4 project, develop a policy and design guide document to inform the future provision of lighting in parks.*
- iv) *through Welsh Government Active Travel Funding, continue to submit bids that provide lighting in our parks.*
- v) *to conduct a consultation exercise for the return of a locking regime for Roath Park, inclusive of Roath Pleasure Gardens, and Parc Cefn Onn.*

### **Previous Scrutiny**

31. This Committee has undertaken regular scrutinies of the parks service and regularly recommended increasing the resources available to the park ranger services, including a ‘Funding of Parks’ Inquiry (April 2018).

32. Following scrutiny of the 2021/22 budgetary proposals, the Chair, Councillor Nigel Howells, wrote to Councillor Chris Weaver, Cabinet Member- Finance, Modernisation and Performance, stating<sup>2</sup>:

*'Members are very pleased that the urban park rangers' team is being increased, given their excellent work in ensuring safe and biodiverse parks, so critical at all times and noticeably so during the pandemic.'*

## **Way Forward**

33. Councillor Peter Bradbury (Cabinet Member – Culture and Leisure) will be invited to make a statement. Neil Hanratty (Director of Economic Development) and Jon Maidment (Operational Manager – Parks and Cardiff Harbour Authority) will attend and the whole panel will be available to answer Members' questions.

## **Legal Implications**

34. 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.

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<sup>2</sup> Extracts taken from the Public Letter from Councillor Howells, Chair Economy & Culture Scrutiny Committee, to Councillor Weaver, Cabinet Member – Finance, Modernisation and Performance, dated 23 February 2021.

## **Financial Implications**

35. 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 20 January 2022, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

**DAVINA FIORE**

**Director of Governance & Legal Services**

**13 January 2022**

**CABINET MEETING: 20 JANUARY 2022**

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**COMMUNITY ENGAGEMENT & SAFETY IN PARKS**

**CULTURE & LEISURE (COUNCILLOR PETER BRADBURY)**

**AGENDA ITEM:**

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**Reason for this Report**

1. To update Cabinet on current activity and future plans in response to a motion passed at the Council meeting on 21st October 2021.

**Background**

2. The motion passed called on the Council to bring forward a report within four months of the meeting, requesting Cabinet to;
  - Continue to look at ways during the budget process to increase funding in park safety and support staff and Friends Groups going forward.
  - Consideration of a policy on where and when it is appropriate to continue to introduce lighting in parks, and what consultation would be undertaken to identify any paths that need lighting.
  - Consideration of whether when serious vandalism occurs in parks the Council should, after seeking advice from the Police, offer a reward, where appropriate for information which leads to arrests.
  - Proposals to undertake a meaningful consultation with local communities on whether or not to return to locking parks at night.
3. The Council recognises the important role that its parks and green spaces play in the environmental, economic, and social well-being of our city and the contribution that they make to the health agenda. The benefits of health and social factors have been very evident throughout the pandemic.
4. Our residents tell us that they love Cardiff's parks and green spaces, and Capital Ambition sets out the Council's commitment to work in partnership with communities and public sector partners to tackle crime and anti-social behaviour. The role of communities in the management and development of our parks and green spaces is also recognised, underlined by a

commitment to grow, and support the network of 'Friends of Parks' and volunteer groups.

### Community Engagement

5. Community Engagement in parks is led by the Council's Community Park Ranger Team. The team perform a wide and diverse role, part of which is the support of the Council's network of constituted Friends Groups and the volunteer workforce. The Community Park Ranger Team have management responsibility for 65 Sites of Interest for Nature Conservation (SINC's), 11 Sites of Special Scientific Interest (SSSI's), 4 Local Nature Reserves, 2 Country Parks and 1 Designated European Special Area of Conservation (SAC). The team is also responsible for the management of the Council's Woodlands which extends to 256 hectares, Roath Park Conservatory and is engaged in service level agreements with internal stakeholders for the delivery of services which include the day-to-day operation of the Radyr Weir Hydro Scheme and management of the Cardiff Bay Wetlands and Timber Recycling function on behalf of Cardiff Harbour Authority.
6. The service operates on a shift basis, seven days a week, to meet service demand. The current staffing establishment stands at 12.4 FTE. The team is led by a Conservation & Community Development Manager, supported by a group of 5.4 FTE Community Park Rangers, 2 FTE Countryside Rangers, 2 FTE Woodland Rangers, all of which are base budget funded. A Trainee Community Park Ranger post was created in 2021/22, over a three-year term, aligned to the workforce and succession plan for the service, this post is funded through external grant sources.
7. The service also hosts the Local Nature Partnership, and a Co-ordinator post is currently funded up until 31<sup>st</sup> March 2022, through grants allocated under the Welsh Governments Enabling Natural Resources and Well-being Scheme (ENRaW) and the Local Places for Nature grant scheme and via the Wales Council for Voluntary Action (WCVA). Discussions between the Council and the WCVA about grant funding for 2022/23 and beyond are on-going.
8. Partnership working is fully embedded within the Community Park Ranger service and, in addition to the support provided to the network of constituted and emerging Friends Groups and volunteers, there is a broad range of mainstream work activity with a wide and diverse range of organisations. Details of the constituted and emerging Friends Groups, which totals twenty-nine is set out in Appendix A and details of organisations that the service partners with, which totals thirty-two, together with the purpose / activity, is set out in Appendix B.
9. Project management and development is central to the role of the service who act as applicant, partner organisation and support grant applications made by third parties. Appendix C details the live projects that the service is currently engaged in, their purpose, value, and the lead organisation / grant recipient. The total value of current live projects exceeds £1,600,000.

10. The number of volunteer hours that the service generates is significant, in 2017/18 this stood at 17,149 and in 2018/19 the number of hours increased to 20,488. In 2019/20 19,111 hours were recorded, the onset of the pandemic contributed to a reduction when compared to the previous financial year, with much reduced activity in the final quarter when take up decreased owing to the impacts of the pandemic. In monetary terms the value of volunteer hours for 2019/20 when applying the National Living Wage equated to £157k.
11. It is important to recognise that the work of constituted Friends Groups and volunteers can not only improve the local environmental quality but can also engender a sense of ownership which can lead to reductions in vandalism and anti-social behaviour.
12. Emerging from the pandemic there is an increasing interest from individuals in participating in volunteering activities. This has been highlighted recently through the Coed Caerdydd project, public consultation exercise which closed in October 2021 and resulted in 554 expressions of interest in getting involved in tree planting and aftercare. The extent to which volunteering and wider community engagement places maximum demand on the service will be determined by the recovery from the pandemic.
13. The Council's Parks Service has also been active in supporting volunteering and work experience opportunities for individuals within the homeless community. While the Pandemic has had an impact on participation in this area, there is an opportunity to build on the work undertaken to date and widen opportunities through the recovery process.
14. There is also a significant and growing interest in the nature agenda, this is evidenced by the declaration by Welsh Government of a nature emergency in June 2021 and followed by that of Cardiff Council in November 2021. The Council's Community Park Ranger services are the Council's service delivery lead in this area and are critical to the response required to the halt and reverse the decline in biodiversity.

#### Safety In Parks

15. The responsibility for ensuring the safety and enjoyment of the Council's parks and public open space provision rests with the Urban Park Ranger service. This service also operates on a seven days a week basis, to meet service demand.
16. The Urban Park Ranger service performs a wide range of functions that include patrolling, byelaw enforcement, litter collection and graffiti clearance, visual playground inspections and repairs, emergency call out, delivering public awareness and engagement events, liaison with the Council's Community Engagement and Partnerships Team, Outreach Team in Housing & Communities and liaison with South Wales Police, South Wales Ambulance Service and South Wales Fire and Rescue Service.

17. The importance and value of our parks and green spaces has become very evident during the pandemic, as has the role of the Urban Park Rangers who are the readily identifiable front facing members of staff present in our parks. From the onset of pandemic, the Council's Urban Park Rangers developed closer working relationships with South Wales Police which resulted in enhanced sharing of information / intelligence and the establishment of joint patrolling and enforcement activity linked to the identification of hot spot areas across the city.
18. In recognition of the important role that the Urban Park Ranger service plays, permanent base budget revenue growth of £112k was allocated for the financial year 2021/22 and this has enabled the creation of four new posts raising the staffing establishment to 14 FTE. The establishment comprises of four supervisors, one of which is in a senior role, and who take responsibility for leading daily shifts on a rotational basis. The remaining structure comprises of 9 Urban Park Rangers and 1 Trainee Urban Park Ranger post on a three year - fixed term basis, aligned to the workforce and succession plan for the service.
19. Although the service operates on a peripatetic model, the increase in FTE has enabled enhanced locality working and whereby at a supervisory level, officers now have responsibility for geographical areas of the city aligned to the seven South Wales Police sector areas.

## Issues

20. Parks provide a quiet environment for residents, free from the traffic, infrastructure, and busy day-to-day life prevalent across the remainder of the city. However, it is recognised this environment can also provide opportunities and space for anti-social behaviour and criminal activity outside the line of sight of residents, particularly after dark. Evidence suggests parks situated closer to the city centre will also be more at risk to the challenges of anti-social behaviour and crime linked to the night-time economy.
21. Recent events and acts of anti-social behaviour / criminal activity in Bute Park, other areas of parkland within Cardiff and elsewhere throughout the United Kingdom have given rise to concerns from users and have resulted in requests for lighting to be installed. The provision of lighting can improve safety and increase confidence for after dark / night-time users.
22. A multi-agency Task and Finish Group has been established in order to address the concerns held about safety in Bute Park, a wide range of actions have been taken and others are planned, which include.
  - Installation of CCTV Cameras (Scheduled for January 2022)
  - Installation of CCTV by the proprietors of Pettigrew Team Rooms
  - Establishment of the Pettigrew Team Rooms as a designated 'Safe Space' under the Safe Spaces Initiative, a partnership with FOR



Cardiff and businesses across the city and whereby anyone feeling intimidated, at risk or scared can take refuge.

- The delivery of public awareness events in partnership with South Wales Police promoting the safety of women and girls and the 'Lives Not Knives', anti-knife campaign.
  - The relaunch of and campaign to increase the membership and activity of the Friends of Bute Park group which has resulted in 41 new individuals joining the organisation from July 2021. The group have been undertaking vegetation management works within anti-social behaviour hotspot areas over the autumn / winter period.
  - The Cuppa with a Copper Initiative that has seen four sessions held since August 2021. The sessions which are publicised through social media channels by the Council and South Wales Police are rotated at park café venues and are designed for the sharing of information and intelligence. The sessions are led by South Wales Police, the Bute Park Ranger is also in attendance.
  - Options for anti-social behaviour detectors are being explored to address anti-social paraphernalia hotspots in the park.
23. Current lighting provision in our parks and wider green corridors is limited to 31 named sites from a total of 503, covering an estimated 10,090 linear meters from an estimated total of 150 linear kilometres, equating to 6.7% of provision.
24. The majority of lighting provided is whereby adopted highway paths cross parkland and feature as part of wider street lighting infrastructure. Only one park, Gorsedd Gardens, in the Cathays ward benefits from full lighting.
25. The Council's Community Safety Team and South Wales Police have been successful in securing Safer Street funding from the Home Office and £432k has been secured in the current financial year to support targeted provision in Butetown and Grangetown, linked to crime prevention. Provision for lighting in parks does not meet the current grant criteria, however future funding rounds may bring opportunities for such provision.
26. There are a number of factors that impact on the Council's ability to increase lighting provision within its parks and green spaces, these include capital and on-going revenue expenditure, the availability of existing infrastructure in the form of a ducted power supply, the presence of mature trees and their extensive root systems and negative impacts on wildlife and their habitats.
27. A scheme is being developed by the Transport Planning Policy & Strategy Group, within the Planning, Transport & Environment Directorate and as part of the development of the Cycle Superhighways Programme. The scheme under Active Travel funding sees proposals for the installation of

lighting linked to the upgrading of Cycleway 4 which extends from Sophia Gardens, through Pontcanna Fields, along the River Taff to North Cardiff.

28. Integral to the development of the proposals above will be an assessment of the environmental impacts on the parkland that the route plans to transverse. The Transport and Infrastructure arm of WSP UK limited have been commissioned as lighting design consultants for the scheme and are determining options for provision. The work being undertaken and learning gained can be used to inform future policy and design.
29. The Council recognises the importance of public safety and is supportive of the introduction of lighting schemes, particularly for active travel, relating to commuter routes through its parks and green spaces and areas of high footfall. In considering a policy on where and when it is appropriate to continue to introduce lighting into parks the key factors for determination should be.
  - Level of use (Frequency, Duration and Total Use Metrics)
  - Type of use (Purpose & Demographic)
  - Connectivity (Neighbourhood & City Wide)
  - Environmental Impacts
  - Equality Impacts
  - Management Information (Crime & Anti-Social Behaviour Statistics)
  - Condition Assessment of Existing Infrastructure
  - Future Proofing
30. Consultation will also be a key feature, internally and externally involving local communities, local and city-wide stakeholder groups and agencies.
31. The motion called on the Council to consider whether when serious vandalism occurs in parks and, after seeking advice from the Police, offer a reward, where appropriate for information which leads to arrests.
32. Current arrangements see South Wales Police through Crimestoppers, formerly the Community Action Trust offering rewards for information and intelligence which leads to the arrest and conviction of individuals and in relation to serious crime. This is a well-established partnership arrangement and enables people to come forward anonymously with information in the fight against crime and the protection of local communities.
33. It is not commonplace for Local Authorities to offer rewards, however there are no restrictions that prevent them from doing so. The merits of such a scheme are not self-evident and may raise issues as to the integrity and validity of information provided. There is, at present, no budget allocation for such a provision.
34. The motion also called on the Council to undertake meaningful consultation with local communities on whether or not to return to locking parks at night.

35. At present there are two sites that have not returned to a park locking regime post pandemic, Parc Cefn Onn in the Lisvane Ward and Roath Park in the Cyncoed Ward (inclusive of Roath Pleasure Gardens in the Plasnewydd Ward).
36. Community engagement in park locking exists and, over time a number of Park Watch Groups have been established in partnership with the Council, whereby by constituted Friends of Groups and individual volunteers undertake unlocking and locking activity. This activity is supported by the Urban Park Ranger Service and, at present eleven groups are in operation, across the city.
37. In light of the motion, it is proposed that a consultation exercise involving the users / stakeholders and local ward member in Lisvane, in respect of Parc Cefn Onn, and the local ward members for Cyncoed and Plasnewydd, for Roath Park and Roath Pleasure Gardens respectively, is conducted in February 2022.
38. Management capacity within the Park Ranger service has reduced over time. A Parks Community Liaison Officer post and an Anti-Social Behaviour Case Worker post were held on establishment but were deleted in financial years 2009/10 and 2010/11, respectively, as a consequence of savings targets at the time.
39. It is recognised that any new resource demands linked to community engagement and safety in parks, will apply further pressure on budget provision which is already subject to significant constraint.
40. In addition to the demand factors as set out within this report that have potential to impact on budget, there are further current and emerging budget pressures within the parks service.
41. A sum of £50k, through Financial Resilience Monies was allocated in the 2020/21 financial year, to address the challenge that Ash Die (Hymenoscyphus fraxiineus), the most significant tree disease to affect the United Kingdom since Dutch Elm Disease in the 1970's, poses. An Ash Dieback Action Plan (ADAP) is in development and the funding made available will enable the progression of a risk based and targeted programme for the removal of diseased trees.
42. The replanting costs associated with the ADAP can be mitigated to a certain extent through Coed Caerdydd project funding. However, its completion and implementation will still represent a significant financial pressure. One-off external funding via the Welsh Government Green Infrastructure Grant was secured in 2020/21, to support the purchase of arboricultural plant used in felling operations, however there are no current external funding streams available to support investment or delivery of the ADAP.
43. The potential consequences of Ash Die Back, current controls and management actions are captured on the risk register for the Economic Development Directorate.

44. A further emerging pressure that impacts on a number of areas across the Council, including the parks, highways and housing service relates to the treatment of weeds throughout its estate. Early indications from the Council's specialist weed control contractor suggest an increase in the costs of herbicides employed. The value of the increase has yet to be determined, however it is anticipated that it will be significantly in excess of inflation.
45. Consideration of reducing demand / service provision in other parts of the parks service, to mitigate demand in the areas set out within this report may need to be considered.
46. Critical to achieving savings elsewhere within the service, through staffing reductions and reductions in transport related expenditure, will be the removal of features that generate demand, including shrub beds, hedges, and spring / summer bedding displays.
47. The Council continues to be active in identifying and securing external funding that supports community engagement and safety in its parks. Such opportunities are, in the main project based, over a fixed term and do not support on-going revenue expenditure, particularly mainstream staffing.

#### **Reason for Recommendations**

48. To respond to the items included within the motion passed at the Council Meeting on 21<sup>st</sup> October 2021.

#### **Financial Implications**

49. The report updates on activity relating to community engagement and safety in parks. Additional financial implications are not identified but reference is made to various budget pressures within the service and budget constraints in taking any new proposals forward.
50. This may partly be addressed through external grant funding opportunities which will be actively sought, but these are not confirmed at this time. In addition, the service will look to identify potential efficiencies to release revenue funding and mitigate against existing and future pressures.
51. The existing revenue budget for the Parks service is £5.8 million which currently supports a total establishment of 140 FTEs.

#### **Legal Implications**

52. The Public Health Act 1875, Open Spaces Act 1906, and Local Government (Miscellaneous Provisions) Act 1976 provides Local Authorities with wide powers to provide facilities to maintain and manage its recreation grounds and public open spaces. Furthermore, local authorities now have a general power of competence under s.24 of the Local Government and Elections Wales Act 2021 do anything which an

individual may do. This power enables the Council to do something for the benefit of the authority, its area, or person present or residing in its area in any way whatsoever, subject to the limitations in the Act. Where the authority proposes to undertake consultation, it raises a legitimate expectation that such consultation will be carried out on all the issues relating to the matters raised, and in a proper manner.

53. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality 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. The Protected characteristics are age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion, or belief – including lack of belief.
54. When taking strategic decisions, the Council also has a statutory duty to have due regard to the need to reduce inequalities of outcome resulting from socio-economic disadvantage ('the Socio-Economic Duty' imposed under section 1 of the Equality Act 2010). In considering this, the Council must take into account the statutory guidance issued by the Welsh Ministers ([WG42004 A More Equal Wales The Socio-economic Duty Equality Act 2010 \(gov.wales\)](#)) and must be able to demonstrate how it has discharged its duty.
55. An Equalities Impact Assessment aims to identify the equalities implications of any proposed decision arising from this report, including inequalities arising from socio-economic disadvantage, and due regard should be given to the outcomes of the Equalities Impact Assessment.
56. The Well-Being of Future Generations (Wales) Act 2015 ("the Act") places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales – a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible.
57. In discharging its duties under the Act, the Council has set, and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2018-21:

<http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>

58. The wellbeing duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take

account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term.
- Focus on prevention by understanding the root causes of problems.
- Deliver an integrated approach to achieving the 7 national well-being goals.
- Work in collaboration with others to find shared sustainable solutions.
- Involve people from all sections of the community in the decisions which affect them.

The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:

<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

59. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report, and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental, and cultural well-being of Wales.

### **HR Implications**

60. Any proposals to review the staffing establishment to address capacity will be subject to the usual processes which include the application of the Council's Job Evaluation, post creation and recruitment processes. Where appropriate trade union consultation will be required.

### **Property Implications**

61. There are no specific property implications in respect of the Community Engagement & Safety in Parks report. Where there are any property transactions or valuations required to deliver any proposals, they should be done so in accordance with the Council's Asset Management process and in consultation with Strategic Estates and relevant service areas.

## **RECOMMENDATIONS**

Cabinet is recommended to:

1. Note the current activity, projects and plans relating to community engagement and safety in parks, as detailed within the report.

2. Note the content of the report and consider as part of the 2022/23 budget proposals.
3. Through the work being undertaken on the Cycle Superhighways Programme and the learning and operational experience gained from the Cycleway 4 project, develop a policy and design guide document to inform the future provision of lighting in parks.
4. Through Welsh Government Active Travel Funding, continue to submit bids that provide lighting in our parks.
5. To conduct a consultation exercise for the return of a locking regime for Roath Park, inclusive of Roath Pleasure Gardens, and Parc Cefn Onn.

<b>SENIOR RESPONSIBLE OFFICER</b>	<b>Neil Hanratty</b> Director of Economic Development

*The following appendices are attached:*

**Appendix A** - Parks Friends Of Groups

**Appendix B** - Community Park Ranger Service – Partner Organisations

**Appendix C** – Community Park Ranger Service – Live Projects

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## Appendix A - Parks Friends of Groups

No.	Group	Ward	Status
1	Friends of Nant Fawr Community Woodlands	Cyncoed	Constituted
2	Friends of Heath Park Woodland	Heath	Constituted
3	Friends of Forest Farm	Whitchurch & Tongwynlais	Constituted
4	Friends of Hailey Park	Llandaff North	Constituted
5	Friends of Roath Park	Cyncoed	Constituted
6	Friends of St Marys Gardens	Whitchurch & Tongwynlais	Constituted
7	Friends of The Lan	Gwaloed Y Garth	Constituted
8	Friends of Coed y felin	Lisvane	Constituted
9	Friends of Howardian Local Nature Reserve	Penylan	Constituted

10	Friends of Cefn Onn	Lisvane	Constituted
11	Friends of Victoria Park	Canton	Constituted
12	Friends of Penylan (Waterloo/Roath Mill & Brook Gardens)	Penylan	Constituted
13	Friends of the Dell	Fairwater	Constituted
14	Friends of Adamsdown Parks	Adamsdown	Constituted
15	Friends of Clare Gardens	Riverside	Constituted
16	Friends of Plasturton Gardens	Riverside	Constituted
17	Friends of Insole Court	Llandaff	Constituted
18	Friends of Radyr Wood	Radyr	Constituted
19	Friends of Bute Park	Cathays	Constituted
20	Friends of Llynfeddw Gardens	Heath	Constituted

21	Friends of Pentre Gardens	Grangetown	Constituted
22	Friends of Flat Holm Island	n/a	Constituted
23	Friends of Cath Cobb and St Mellons	Trowbridge	Constituted
24	Friends of the Reservoir (Welsh Water)	Llanishen	Associated and constituted, working in partnership with Friends of Nant Fawr
25	Friends of Heath Sensory Garden	Heath	Emerging
26	Friends of Grange Gardens	Grangetown	Emerging
27	Friends of Thompsons Park	Canton	Emerging
28	Friends of Sanitorium Park	Canton	Emerging
29	Friends of Mill Road Recreation Ground	Ely	Emerging

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## Appendix B - Community Park Ranger Service - Partner Organisations

No.	Partner	Activity/Purpose
1	Innovate Trust	Regular volunteer work engaging with adults with learning disabilities supporting seasonal conservation management work across Cardiff and environmental events.
2	Bumblebee Conservation Trust	Support with the training of volunteers to assist with bumblebee monitoring and guidance on site management for bumblebees.
3	Cardiff Rivers Group	Partnership work to co-ordinate and deliver practical conservation-based volunteer activities across Cardiff.
4	Wales Council for Voluntary Action	The development of the Local Nature Partnership network in Cardiff, WCVA are the host funders for the 3-year Enabling Natural Resources and Well-being pilot project. Also act as host for Local Places for Nature Funding through the LNP network.
5	Keep Wales Tidy	Support with facilitating volunteer activity across Cardiff with a particular emphasis on litter picking and environmental improvements.
6	Pedal Power	Supporting events and volunteer activity.
7	Glamorgan Anglers	Support the management of fish breeding ponds at the Forest Farm site

8	Sustrans	Support volunteer activity assisting with the management of Taff, Ely, and Rhymney Trails.
9	The Ramblers Association	Health walks and project development, also in conjunction with the Public Rights of Way team.
10	Cardiff Conservation Volunteers	Supporting practical conservation activities across the city.
11	The Conservation Volunteers	Support the facilitation of local volunteering with corporate partners in Cardiff area.
12	Community Councils	Community engagement and development work.
13	Natural Resources Wales	Permissions and funders, work in partnership to develop the management of SSSI, SAC, LNR's, also support for funding bids and project delivery.
14	GE Healthcare Amersham	Support corporate volunteers and events.
15	British Horse Society	Work to develop safe routes for horse riding in conjunction with Public Rights of Way Team.
16	Royal Society for Project of Birds	Project partners.
17	National Probation Service	Support environmental improvements city-wide.
18	Wildlife Trust South and West Wales	Project partners, support for the delivery of the Local Places for Nature volunteer training programme, and site scoping work for Coed Caerdydd.

19	Plantlife	Project delivery, volunteer training, and events.
20	Cardiff Museum	Information exchange and species development work.
21	Cardiff University	Project partners and support with the development and delivery of the Universities Ecosystem, Resilience and Biodiversity Action Plan.
22	Action Caerau & Ely	Project partners and community engagement work utilising green spaces for activities and events.
23	Trees For Cities	Project partners.
24	Welsh Government	Project funders and partners.
25	Buglife	Project partners, support events and volunteer training.
26	Grow Wild – RHS Gardens Kew	Support for pollinator projects and community engagement.
27	Dwr Cymru	Project partners.
28	Employee Volunteering	Support opportunities for corporate volunteering involvement.
29	Cardiff Council Youth Services	Site based project work and community engagement and conservation work.

30	SEWBREC (South East Wales Records Centre)	Support biodiversity records / data collection and events.
31	Gwent Wildlife Trust	Project partners.
32	The Woodland Trust	Project partners.



## APPENDIX C - COMMUNITY PARK RANGER SERVICE - LIVE PROJECTS

Project / Purpose	Value	Grant Recipient / Lead Organisation	Partners
No Net Loss Network Rail Project at Forest Farm - Habitat restoration work to woodlands, wetland, and grasslands together with interpretation and volunteer training at Forest Farm.	£25k	Cardiff Council / Community Park Ranger Service	Buglife, Friends of Forest Farm & Innovate Trust
Green Infrastructure Scoping - Development of the scoping methodology for Coed Caerdydd trialled on Public Service Board partner land, brand development for Coed Caerdydd and Green Walls project on PSB partner land.	£25k	Cardiff Council /Community Park Ranger Service	Natural Resource Wales, Public Service Board, Wildlife Trust South and West Wales, Fire Service, South Wales Police, NHS Trust
Welsh Government- Forestry Industry Recovery Grant- Mechanisation to support woodland management work.	£31k	Cardiff Council / Community Park Ranger Service	Welsh Government
Welsh Government Green Infrastructure Grant- i-tree eco analysis and tree planting	£100k	Cardiff Council / Community Park Ranger Service	Forest Research
Parc Tredelerch Site improvements - Replacement benches, bins and path works (match to main Living Levels Project Funding)	£25k	Cardiff Council / Community Park Ranger Service	Welsh Government (Landfill Tax Credits)

The Woodland Trust, Emergency Tree Fund - Tree planting, development of a tree nursery at Forest Farm, and exploration of timber use.	£228k	Cardiff Council /Community Park Ranger Service	Woodland Trust
ENRaW Local Nature Partnership Project for Wales Network - Funding for the Local Partnership Coordinator and project work to support community groups undertaking action for nature.	£105k	Cardiff Council / Community Park Ranger Service	Wales Council for Voluntary Action
Local Places for Nature - Funding to support the Councils Pollinator Project.	£419k	Cardiff Council / Community Park Ranger Service	Wales Council for Voluntary Action
Living Levels - Improvements to Parc Tredelerch, including path resurfacing and drainage, interpretation and sculptures, restoration of viewing platform and welcome signage.	£100k	Royal Society for the Protection of Birds	Royal Society for the Protection of Birds
Caer Heritage – Restoration and improvements to Caerau Hill Fort and environs.	£30k	Action Careau & Ely / Caer Heritage	Cardiff University
Giving Nature A Home in Cardiff -		Royal Society for the Protection of Birds	
<b>Total</b>	£1,108k		

CYNGOR CAERDYDD  
CARDIFF COUNCIL

ECONOMY & CULTURE SCRUTINY COMMITTEE

19 JANUARY 2022

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‘COMMUNITY SPORT IN CARDIFF’ INQUIRY - REPORT

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**Reason for Report**

1. To provide Members with the ‘*Community Sport in Cardiff*’ Inquiry draft report, attached at **Appendix A**, for discussion, amendment, and approval, prior to presentation to the Cabinet for consideration.

**Community Sport in Cardiff Inquiry**

2. During discussions to inform the Committee’s work programme for the municipal year 2021-22, Members received a request from Councillor Bradbury to undertake an inquiry into community sport in Cardiff. Following initial scoping meetings, Members agreed the following terms of reference:
  - *To explore Sport Wales’s proposed Central South Community Sport and Activity programme to understand:*
    - *Progress to date re development of regional model*
    - *Proposed structure, governance, funding, and operation of regional model*
    - *Interface between community sports and the regional model*
    - *What success will look like.*
  - *To consider the pilot Community Sport and Activity programme in North Wales:*
    - *Understand lessons learnt during the pilot*
    - *Identify lessons relevant to Central South*
  - *To use the information gathered during the inquiry to:*
    - *undertake a SWOT analysis of the proposed Central South Community Sport and Activity programme*

- *identify what Cardiff Council needs to do to prepare.*
  - *To gather stakeholders' views regarding the above, including partners, other local authorities included in Central South and relevant Cabinet Members and Cardiff Council officers.*
  - *To make evidence-based recommendations to Cabinet regarding the Sport Wales Community Sport and Activity programme.*
3. The Committee agreed the following membership for this task group: Councillor Howells and Councillor Gordon. Attached at **Appendix A** is the draft report of the task group, which details key findings and recommendations.
  4. The task group heard evidence from several internal and external witnesses, including relevant Cabinet Members, senior officers, Cardiff Metropolitan University, Sport Cardiff, and Sport Wales.
  5. The task group also invited written contributions from the other local authorities involved in the proposed Central South Sport Regional Partnership.
  6. Desk based research was undertaken into the policy context for community sport in Cardiff and the early adopter Sport North Wales Sport Regional Partnership.
  7. The evidence was used to identify suitable findings from the Inquiry, which are shown at the front of the document under the heading 'Key Findings'. The recommendations are based on the evidence heard throughout the Inquiry.

## **Way Forward**

11. During their meeting, Members may wish to discuss and agree any amendments required to the Task Group report '*Community Sport in Cardiff*', attached at **Appendix A**.

## **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 consider the '*Community Sport in Cardiff*' task group report, attached at **Appendix A**, and endorse the report, subject to any amendments the Committee wish to make, for submission to the Cabinet.

**Davina Fiore**

**Director - Governance and Legal Services**

**13 January 2022**



An Inquiry Report of the:  
**Economy & Culture Scrutiny Committee**

# **COMMUNITY SPORT IN CARDIFF: REGIONAL SPORTS PARTNERSHIPS**

January 2022



**Cardiff Council**

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## FOREWORD

DRAFT

*I am grateful to all Members for their contributions to this scrutiny and to scrutiny officers for their support.*



**Chair, Economy & Culture Scrutiny Committee**

**January 2022**

## TERMS OF REFERENCE

- To explore Sport Wales's proposed Central South Community Sport and Activity programme to understand:
  - Progress to date re development of regional model
  - Proposed structure, governance, funding, and operation of regional model
  - Interface between community sports and the regional model
  - What success will look like.
- To consider the pilot Community Sport and Activity programme in North Wales:
  - Understand lessons learnt during the pilot
  - Identify lessons relevant to Central South
- To use the information gathered during the inquiry to:
  - undertake a SWOT analysis of the proposed Central South Community Sport and Activity programme
  - identify what Cardiff Council needs to do to prepare.
- To gather stakeholders' views regarding the above, including partners, other local authorities included in Central South and relevant Cabinet Members and Cardiff Council officers.
- To make evidence-based recommendations to Cabinet regarding the Sport Wales Community Sport and Activity programme.

## KEY FINDINGS

### Reasons for Regional Sport Partnerships

KF1. The Welsh Government requires Sport Wales to maximise its contribution to achieving the goals of the Wellbeing of Future Generations Act 2015, with specified outcomes to boost activity for all and increase participation by those most in need or disadvantaged. Evidence indicates that women and girls, those with a disability, who live in poverty or who are from a BAME background are much less likely to be active or participate in sport more than 3 times a week.

KF2. In response to this, Sport Wales undertook comprehensive engagement to inform its new Vision for Sport. To deliver this vision, Sport Wales looked at regional sport partnership models used in England, Scotland, and New Zealand and developed a modified model they believe to be best suited for Wales. Following a business case analysis, Sport Wales proposed to split Wales into five regions, with Cardiff included in the Central South Regional Sport Partnership along with Bridgend, Merthyr, Rhondda Cynon Taf, and the Vale of Glamorgan.

KF3. Regional Sport Partnerships are the mechanism through which Sport Wales will direct its funding of community sport in a long-term approach. Sport Wales estimate that resource per Regional Sport Partnership will be circa £12million over 5 years.

### Rationale for Regional Sport Partnerships

KF4. Sport Wales stated the current ways of working are not sufficient to deliver the change required by Welsh Government and that Regional Sport Partnerships can deliver the scale of change required. A fresh approach, building on the success of current approaches, they promote a collaborative, insight-led, asset-based approach and enable collective learning. In addition, they can be used to boost the profile of sport, showing its added value in tackling not only physical and mental health and wellbeing, but community cohesion, anti-social behaviour, crime, skills development, and lifelong learning.

KF5. In addition, Sport Wales believe Regional Sport Partnerships enable the development of one plan for a region, which will assist partnership working and the ability to lever in additional funds, as well as the ability to remain focused on the local level, in terms of

engaging local communities and people and targeting investment creatively to provide the right delivery of services. In addition, they provide the opportunity to align resources and thus enhance funding, as well as the opportunity to take greater ownership of National Lottery funding.

KF6. Ultimately, Sport Wales stated Regional Sport Partnerships bring the opportunity to boost activity and increase participation. Members heard the need for this has been compounded by the impact of the covid pandemic.

KF7. The process of establishing Regional Sport Partnerships has commenced. Sport North Wales is live, with work advanced in Dyfed, Powys, and Gwent. In the Central South area, an Expression of Interest has been submitted by a loose consortium of all five local authorities, the Police and Crime Commissioner, the two local health boards and Cardiff Metropolitan University, with the latter as the lead organisation. The Expression of Interest is non-binding.

KF8. Other witnesses to the Inquiry did not articulate many of the benefits detailed above but agreed, when prompted by Members, that the partnerships would enable partners to share and learn from one another, albeit that some witnesses questioned whether a whole new entity is required to achieve this.

### **Concerns about Regional Sport Partnerships**

KF9. The Inquiry found that there was recognition amongst witnesses of the need for change, with sport in Wales facing decreased resources due to reductions in overall government funding. However, the Inquiry also found several concerns about the proposed Regional Sport Partnerships. These concerns centred on the overall model, implementation process and the potential impact of regional sport partnerships.

### **Overall Model – governance and footprint**

KF10. Regarding the overall model, the Inquiry found concerns about governance and the proposed regional footprint. Sport Wales has deliberately not provided a governance framework to enable partnerships to self-determine the best structure for their area. However, the Inquiry found that the lack of a governance framework is anxiety-inducing for participants. Members are not convinced this is a workable approach for every area in

Wales, particularly an area such as Central South that has numerous contributors to the Regional Sport Partnership. Therefore, **this Inquiry concludes more guidance from Sport Wales is required to assist partners determine the best governance arrangements.**

KF11. The Inquiry also heard concerns regarding decision-making in Regional Sports Partnerships being based on one equal vote, which could result in funding moving from some of the most deprived communities in Cardiff if other members of the partnership prioritised other needs. **To avoid this, this Inquiry concludes it makes sense for decision making to recognise the populations of the areas involved and to ratio votes accordingly.**

KF12. Regarding the regional footprint, concerns expressed included that the area covered is too large and too diverse to work cohesively in one partnership. Central South covers an area where circa 1 million people live, which witnesses are concerned makes it too large to deliver appropriately targeted local programmes of community sport, needed to boost engagement and participation. In addition, the five local authority areas are diverse, with differing challenges and barriers facing their populations in becoming active and engaged in community sport. Concerns were expressed to the Inquiry that the Regional Sports Partnership may find it difficult to allocate reducing resources to equally valid but different priorities. **This could result in communities in Cardiff receiving a reduced service compared to current provision, with reduced engagement and participation, the direct opposite of the cited aims of regional sport partnerships.**

KF13. Sport Wales clarified that they would hold regional partners to account to ensure citizens needs are fairly met, using a range of data to ensure this. Sport Wales added that they see Regional Sport Partnerships as an opportunity for Cardiff to lead on BAME work and bring their insight, knowledge, and local intelligence to bear. They also highlighted that work in the early adopter, Sport North Wales, showed the need to have evidence-based discussions regarding specific needs and to work across the partnership to build commitment to meeting these needs.

KF14. The Inquiry also heard concerns that the partnership would prove unworkable as it covers two local health board areas and cuts across the existing sports landscape. The local health boards have different priorities and approaches, based on meeting the diverse

needs of their populations, meaning Central South would need to develop two, separate plans, which would create a divide. Sport Wales confirmed that Central South has raised the issue of how to coordinate across the two Health Board areas and that they are aware of views that it would be better to adapt the regional model, perhaps splitting it into two based on the Health Board areas. They highlighted there is also the option of creating sub-partnerships within the overall partnership.

KF15. Regarding the existing sporting landscape, the Inquiry heard that community sports provision benefits from relationships formed with elite sporting clubs in a local area. The proposed Central South Regional Sport Partnership cuts across some of the areas covered by elite sporting clubs, which may make it more complex to manage the interface between elite and community sport, to the detriment of provision.

KF16. Having considered the above concerns and Sport Wales's response, **the Inquiry concludes that, in an environment of reducing resources, it will be difficult to balance priorities across such a diverse region, as all are valid priorities with strong evidence bases.** This view is borne out by the differing agendas adopted by the two health boards that aim to meet the health and wellbeing needs of their populations. **Members therefore have a real concern that there will be a dilution of what we currently do in Cardiff, which cannot be allowed to happen, for the individuals this will affect, their communities, the overall wellbeing of Cardiff and the knock-on costs to public services, such as health, if preventative measures such as community sports are reduced.**

KF17. The Inquiry finds that the concerns about the proposed model and footprint are a real block in moving forward with the Central South Regional Sport Partnership. It is clear that there is an unwillingness to commit to a Partnership with the current regional footprint. These points, plus the fact that community sport provision will be further impacted by the fact the footprint stretches across existing networks between elite and community sport provision, means that **this Inquiry concludes it would be best to not adopt the regional model but, if we must, then it is advisable to adapt the regional model.**

KF18. The Inquiry heard evidence that Sport Wales recognises there is ongoing debate regarding regional footprints, and that the original Dyfed Powys area has been split following concerns expressed by participants. The Inquiry believes it should be possible

for Sport Wales to do the same for Central South area as they have for Dyfed Powys, which would result in seven Regional Sport Partnerships across Wales, still enabling economies of scale to be realised.

### Implementation Process

KF19. The Inquiry heard concerns from witnesses about the lack of political oversight and input into the implementation of the Central South Regional Sport Partnership as well as concerns about the lack of a clear timeline for implementation.

KF20. The Inquiry finds there has been a lack of engagement with Cardiff Council's Cabinet Members to discuss the proposed approach and the specifics about the Central South Regional Sports Partnership. Sport Wales set out that their role is to discuss and explore constructive ways forward and clarified that they are happy to talk to Cabinet Members and local members, in a collaborative manner, alongside officers. They stated they have met with Cabinet Members in other parts of Wales, where regional sport partnerships have not been an issue politically.

KF21. The Inquiry found that there was a feeling that Sport Wales did not understand the local authority landscape in the Central South area, which is more elected member-led than other local authority areas.

KF22. Sport Wales highlighted that, in their view, the lack of political mandate is the key stumbling block, and that they are keen to work with partners to address this. **Members agree that political input is key and are pleased to hear Sport Wales's openness to meeting with Cabinet Members in a constructive manner;** it can only be to everyone's benefit to build positive relationships.

KF23. Regarding the timeline for the introduction of Regional Sport Partnerships, the Inquiry heard that the original timeline for establishing a regional partnership has slipped, due to the covid pandemic. Some witnesses were now not clear on the timeline. Sport Wales clarified that they do not want to force a timeline. However, those not in a regional sport partnership will fall behind in terms of delivering against the Well Being of Future Generations Act agenda. Therefore, whilst there is not a fixed timeline, there is an end of the road.

KF24. Members asked what would happen if we reached the end of the road but there is no agreement. Sport Wales explained it is not looking to divert Central South funding elsewhere as the funding is for the citizens living in the region. Sport Wales would make sure a structure is in place to deliver for those citizens. This Inquiry **concludes it would be helpful to have an agreed timeline, to provide impetus for solution-finding.**

#### **Potential Impact**

KF25. This Inquiry heard concerns regarding the potential impact of a regional sport partnership, in terms of reduction in resources and a reduction in local partnership working and community intelligence.

KF26. The Inquiry heard the introduction of regional sport partnerships could result in national, regional, and local authority bodies reducing resources in sport, by cutting officer posts and reducing in-kind contributions. In addition, concerns were expressed that a regional sport partnership may not get the same value for money invested regionally as is currently achieved, due to lower levels of local partnership working and community intelligence. Finally, concerns were expressed that monies may be diverted from Cardiff, despite high levels of need.

KF27. The Inquiry explored these concerns with Sport Wales, which was clear that they are seeking to protect frontline budgets in partner organisations, including local authorities, and protect the delivery of community sport provision in a time of reducing resources, by better coordinating existing resources. They stated that they had made the difficult choice to reduce their own staffing base to reduce their take of the overall resource level, to protect resource for use elsewhere. Sport Wales were explicit that regional sport partnerships are not about threatening sports development teams in local authorities; they see these as key in providing the insight and intelligence that the regional sport partnership will need to properly direct resource. In addition, Sport Wales confirmed that local authorities and partners in Sport North Wales are making in-kind contributions.

KF28. Regarding local partnership working and community intelligence, the Inquiry heard how important it is to have local knowledge about what will work in different communities. Concerns were expressed that if the regional sports partnership model led to a reduction in sports officer posts, this would result in a loss of community intelligence and partnership knowledge. In addition, staff changes, and a regional way of working, would negatively



impact local partnership working. Finally, a regional sports partnership would not be involved in Major Events in the same way local authorities are and therefore would struggle to lever in the additional community sport outreach that the local authority is able to as part of the process of planning the hosting of Major Events.

### **Where Cardiff is now**

KF29. In 2014, Cardiff Council and Cardiff Metropolitan University established a Joint Venture, Sport Cardiff, to deliver community sport services in the city. Cardiff Council staff were transferred into the Sport Cardiff team. The existing approach to community sport in Cardiff works well, with targeted work to boost participation rates for key sectors of the population, cross boundary working, partnership working with sports clubs and governing bodies and the development of a pool of over 400 volunteers to assist at major sporting events.

KF30. Sport Cardiff work with Cardiff Council and a range of partners to develop an annual Local Sports Plan, which delivers the priorities and key considerations above and is agreed annually with Sport Wales and links to their core National Programmes. Sport Wales part-fund Sport Cardiff, based on delivery of the outcomes set out in the Local Sport Plan, and have been complimentary about the work happening in Cardiff, as documented in annual reports.

KF31. The local authority role in Community Sport is important, with successive administrations having worked to build relationships with sport communities in Cardiff. This allows Cardiff Council to maximise the benefits of these relationships, for example by increasing the delivery of community sport linked to Major Events, such as providing rugby outreach in Llanrumney, Adamsdown, Riverside and Ely as part of the Urdd Rugby 7's.

### **Where Next?**

KF32. Concerns were expressed that the combination of all the issues highlighted above would result in Cardiff being especially affected, with a decline in community sports overall and for the most deprived communities in particular. Some witnesses felt this to be particularly unfair given that the current Joint Venture partnership is working well in addressing participation and activity rates. There was a feeling amongst several witnesses that Cardiff would be disadvantaged because of issues elsewhere in Wales.

KF33. From the perspective of Cardiff, there is particular concern that the proposed footprint will do harm to Cardiff. However, Members also heard that, from the perspective of other areas, they are concerned that Cardiff will ‘take-over’ and that the needs of their areas will be overshadowed by the levels of need in Cardiff. The Inquiry was struck by the fact that, whilst the current incumbents at Sport Wales are clear they would not let this happen, there could be staff changes at Sport Wales and therefore this position could alter. Uncertainty around the governance framework and decision-making compound these concerns.

KF34. The Inquiry asked witnesses for any alternative ideas for the reorganisation of community sport provision, given the landscape of reducing resources and the need to boost engagement and participation rates. The following suggestions were received:

- a. Cardiff-only footprint
- b. Cardiff and Vale of Glamorgan footprint
- c. Joint Venture model
- d. ‘As-Is’ Plus.

KF35. The Inquiry notes these responses would lead to many of the benefits of the proposed Central South regional sports partnership without as many disadvantages.

### **How to prepare**

KF36. The Inquiry identified the following key steps in preparing for Regional Sport Partnership:

- a. Record accurate data re participation rates
- b. Adopt ‘Whole Community’ System Thinking
- c. Join up conversations across the sector
- d. Avoid parochialism
- e. Build trust and commitment.

KF37. Sport Wales stated that partners need to own and develop the partnership, to help shape, grow and nurture the partnership. They believe there is a clear role for local authorities in this process; it is not Sport Wales’s role to lead the partnership. The Inquiry understand the need for partnerships to find their own momentum. However, **Members believe there is a role for Sport Wales to assist in the establishment of a partnership, particularly when it is clear there are issues with this.**

## Lessons from Sport North Wales

KF38. Sport North Wales includes six local authorities, Public Health Wales, Betsi Cadwaladr University Health Board, Glyndwr University, Bangor University, North Wales Housing Associating (including six local housing associations), North Wales Education Consortia, and Disability Sport Wales. It is connecting with organisations such as the North Wales Regional Equality Network. It is likely the Sports Partnership will connect with other regional bodies such as, for example, the North Wales Economic Ambition Board and the office of North Wales Police and Crime Commissioner.

KF39. The local authorities played an active role in its formation, with one of the Chief Executives leading the project. A Collaboration Board met monthly to build trust and commitment, and a Regional Planning Group developed the strategic plan and is now working on implementation of the regional delivery plan as well as having the ability to horizon-scan for future risks, opportunities, and regional need.

KF40. The Sport North Wales governance model has been developed to meet the requirements of the Governance and Leadership Framework and Sport Wales Capability Framework and was self-determined by the partnership members following a detailed review and options appraisal.

KF41. The Sport North Wales Partnership Board is skills based, led by a Chair who was externally recruited. They have appointed a Regional Director and other paid officers.

KF42. The amount of Sport Wales funding for Sport North Wales has not changed from the amount that used to go to the local authorities. However, the partnership identified additional resource to move forward proactively in addition to their individual commitments and leadership roles and are making in-kind contributions where needed. In addition, the partnership has already attracted additional funding through its partnership with Public Health Wales and are actively connecting with 'Get North Wales Moving'. Sport North Wales also plan to explore commercial and other revenue stream partnerships moving forward.

KF43. Sport North Wales has begun conversations about how to re-allocate funding based on need, with future programming to be evidence led, supported by regional insight.

KF44. Sport Wales clarified that a learning log approach has been taken throughout the early adopter phase. Key lessons to date include:

- a. Early identification of purpose and role is very important – this is up to the partnership to determine, not Sport Wales – need to enable partners to come together and establish this
- b. People and partnerships - need to recognise these are already busy and committed and give them time and space to operate and be comfortable with what they are doing – Sport Wales can offer some small resource to help this process
- c. Partnership leads, Sport Wales offer support
- d. Up to regional partnership to identify best way to corral partners to meet needs of region – does mean there will be some difficult conversations, but Sport North Wales has managed to do this
- e. Building trust and commitment is key
- f. Funding – has been able to draw in funding that might not otherwise have done.

KF45. The work to develop Sport North Wales commenced 5-6 years ago, with Sport North Wales becoming operational 6-8 months ago and so it is too early to know its impact. However, the Inquiry was surprised to find that no reports have been produced on the process of establishing the partnership and emerging lessons that could be useful for other partnerships. Members feel it would be useful to understand and share the lessons from Sport North Wales, notwithstanding that there will be differences between the areas in terms of demographics, need, and engagement and participation rates, as it is more the lessons on building a successful partnership and implementing the new approach that will of value.

## RECOMMENDATIONS

Having considered the evidence to this Inquiry, as well as our knowledge of community sport services in Cardiff via our other scrutinies and our ward work, Members are not convinced the current proposals from Sport Wales are in the best interests of Cardiff and our deprived communities. Therefore, the Economy & Culture Scrutiny Committee makes the following recommendation.

*R1. Cabinet urgently pursues with Sport Wales the feasibility of maintaining our current existing Joint Venture partnership with Cardiff Metropolitan University rather than entering a Regional Sport Partnership.*

In the event discussions with Sport Wales on the above recommendation prove fruitless, the Economy & Culture Scrutiny Committee makes the following recommendations:

*R2. Cabinet takes up Sport Wales's offer to engage to:*

- a. enable political input and to build political mandate*
- b. Lobby for a reduced footprint, either Cardiff-only or one based on the Cardiff & Vale University Health Board footprint*
- c. Work collaboratively to achieve agreement on reduced footprint as set out above.*

*R3. Cabinet actively engages with the Regional Sport Partnership development process to build trust and commitment.*

*R4. Cabinet works collaboratively with Regional Sport Partnership partners to agree governance arrangements that ensure Cardiff's voice is heard in proportion to population size.*

*R5. Cabinet seeks assurance from Sport Wales that priorities identified for Cardiff will not be diluted in any regional partnership and funding will not be diluted.*

*R6. Cabinet seeks clarification from Sport Wales on their basic expectations regarding governance models.*

## CURRENT PROVISION OF COMMUNITY SPORT

1. In 2014, Cardiff Council and Cardiff Metropolitan University established a Joint Venture, Sport Cardiff, to deliver sport services in the city. Cardiff Council staff were transferred into the Sport Cardiff team.
2. The Joint Venture set out the following priority objectives:
  - **Regional Sports Boards**<sup>1</sup>: “Provide a regional delivery mechanism for the Local Sports Plan”
  - **Sport for Children**: “Provide every young person in Cardiff access to quality sporting opportunities” “Every Child a Swimmer”
  - **Strong and Vibrant Clubs**: “Cardiff will provide the opportunity for a variety of community-based sports clubs to become visible and viable in order to thrive through the cities excellent infrastructure”
  - **Coaching, Volunteering and Workforce**: “Create a highly skilled workforce to service the needs of Cardiff’s sporting community”
  - **Competitions/Cardiff Games**: “To provide the opportunity for every young person in Cardiff to experience high quality appropriate competition”
3. Underpinning each priority objective are the following key considerations:
  - BME
  - Women & Girls
  - Disability Sport and Inclusive Opportunities
  - Disadvantaged areas.
4. Sport Cardiff work with Cardiff Council and a range of partners to develop an annual Local Sports Plan, which delivers the priorities and key considerations above and is agreed annually with Sport Wales and links to their core National Programmes.
5. Sport Wales part- fund Sport Cardiff<sup>2</sup> by way of an annual grant circa £600,000, to deliver outcomes based on the annually agreed ‘Local Sport Plan’. Sport Wales is complimentary about the work happening in Cardiff, as documented in annual reports.

<sup>1</sup> Established for each Neighbourhood Partnership area

<sup>2</sup> The other main funder of Sport Cardiff is the Football Association Wales (FAW)

6. This Inquiry heard that the existing approach to community sport in Cardiff works well, with:
- targeted work to boost participation rates for key sectors of the population
  - cross-boundary working to create critical mass needed to deliver key projects to smaller population groups
  - partnership working with sports clubs and governing bodies to boost outreach work
  - 400+ volunteers available to assist at major sporting events.
7. This Inquiry heard that the local authority role in Community Sport is important, with successive administrations having worked to build relationships with sport communities in Cardiff. This allows Cardiff Council to maximise the benefits of these relationships, for example by increasing the delivery of community sport linked to Major Events, such as providing rugby outreach in Llanrumney, Adamsdown, Riverside and Ely as part of the Urdd Rugby 7's.

## ROLE OF SPORT WALES RE COMMUNITY SPORT

8. Sport Wales is the national organisation that works on behalf of Welsh Government to develop and promote sports and physical activity programmes in Wales. It uses Welsh Government funding and National Lottery funding to support community sports.
9. Funding is available to individuals and clubs, for equipment, coaching, costs associated with establishing a new club and volunteer schemes. There are various grant schemes, including in the past, Community Chest grants, Development Grants and A Place for Sport grants. Current community level grant schemes include:
- a. **CrowdFunder – A Place for Sport** – up to £15,000 to improve 'off-field' community sport facilities, such as changing rooms, storage, ramps etc.
  - b. **Be Active Wales Fund** – £4million fund to increase participation on-field, aiming to '*protect and progress community sport clubs and organisations in Wales through the Covid-19 pandemic and into the future.*'
10. The Welsh Government sends Sport Wales an annual remit letter that confirms the amount of funding being provided and sets out the priorities and targets that Sport Wales

should focus on that year. In 2018-19, the annual remit letter from the Minister for Culture, Tourism and Sport, Dafydd Elis-Thomas AC/AM, stressed the need for Sport Wales to maximise its contribution to achieving the goals of the Wellbeing of Future Generations Act 2015 and to develop a Corporate Plan for 2018-2021 that led to the following outcomes:

#### Outcomes

- More people meeting the Chief Medical Officers physical activity guidelines
- More people undertake sport and physical recreation on 3 or more occasions per week.
- An increase in sport and physical recreation participation by those most in need or disadvantaged.
- A system that delivers continuous elite sport success while ensuring the safety, well-being and welfare of all sportsmen and sportswomen.

## LEVELS OF PHYSICAL ACTIVITY IN WALES

11. Sport Wales clearly articulated to the Inquiry the need for improved participation rates pan-Wales. Their evidence included the following:

- *There are 1.4 million people who are regularly active, but we also know that if you have a disability, live in poverty or are from a BME background you are less likely to be active or enjoy sport – longstanding challenges that we have to address if we are to get everyone active through sport*
- *We need to consider the needs and motivations of individuals and be responsive to their changing needs; we need to be able to engage with all young people and give them a positive start, developing habits for a lifetime of activity. Ultimately, we need to showcase the benefits of sport to wider audiences, bringing new partners and investment to the start line.<sup>3</sup>*
- *Those participating less frequently than 3x per week*
  - *Around half of young people from an ethnically diverse group*
  - *More than half of all young people with a disability*
  - *Almost 6 in 10 young people from the most deprived communities*
  - *Over half of all girls.*

<sup>3</sup> Information Memorandum (2019)



12. Sport Wales made the point that the covid pandemic will have compounded these issues. Their evidence found 96% of children and young people said they would like to do more sport, highlighting the latent demand for certain activities. Therefore, there is a need to ensure the right support and opportunities are available and that barriers are removed.
13. Sport Wales explained why it is important to boost levels of physical activity and sport in Wales, not only to promote physical and mental health and wellbeing but to promote community cohesion, skills development, and lifelong learning. They also explained how community sport can help tackle anti-social behaviour and crime. Members of the Inquiry concur with these points, noting that Cardiff Council has long held these views and acted to boost community sport accordingly.

## REGIONAL SPORTS PARTNERSHIPS

14. In response to the direction of Welsh Government to refocus efforts to maximise its contribution to the goals of the Wellbeing of Future Generations Act, Sport Wales undertook comprehensive engagement to inform its new Vision for Sport, culminating in a vision of creating *'An Active Nation Where Everyone Can Have a Lifelong Enjoyment of Sport'*.
15. To deliver this vision, Sport Wales looked at regional sports partnership models used in England, Scotland, and New Zealand. Rather than adopt these wholesale, Sport Wales has modified the approach to one they believe is best suited for Wales, for example having a less prescriptive approach and a wider scope than the model followed in Scotland.
16. Sport Wales developed a new approach called *'Community Sport and Activity Programme'*, based on Regional Sport Partnerships. Regional Sport Partnerships are the mechanism through which Sport Wales will direct its funding of community sport in a long-term approach (most likely through a 5–10-year partnership). Sport Wales estimated that resource per Sport Partnership will be circa £12million over 5 years. Funding will be made up of:

- Funding focussing on extra-curricular school sport and the development of physically literate young people
  - Funding for the Free-Swimming Initiative
  - Lottery Grant schemes
    - Plus
  - Funding to support leadership, strategy development, insight & operational running of the partnership
  - a commissioning budget to incentivise match funding and develop new and innovative opportunities to be physically active through sport.
17. In 2019, Sport Wales shared an Information Memorandum, with partners, which set out:
- a. Rationale for new approach
  - b. Information on proposed approach
  - c. Detail on Regional Sport Partnership areas and outcomes to be achieved
  - d. Commissioning process
    - How to be involved
    - How to submit an Expression of Interest
    - Outline details of next stages.

### **Rationale for Regional Sports Partnerships**

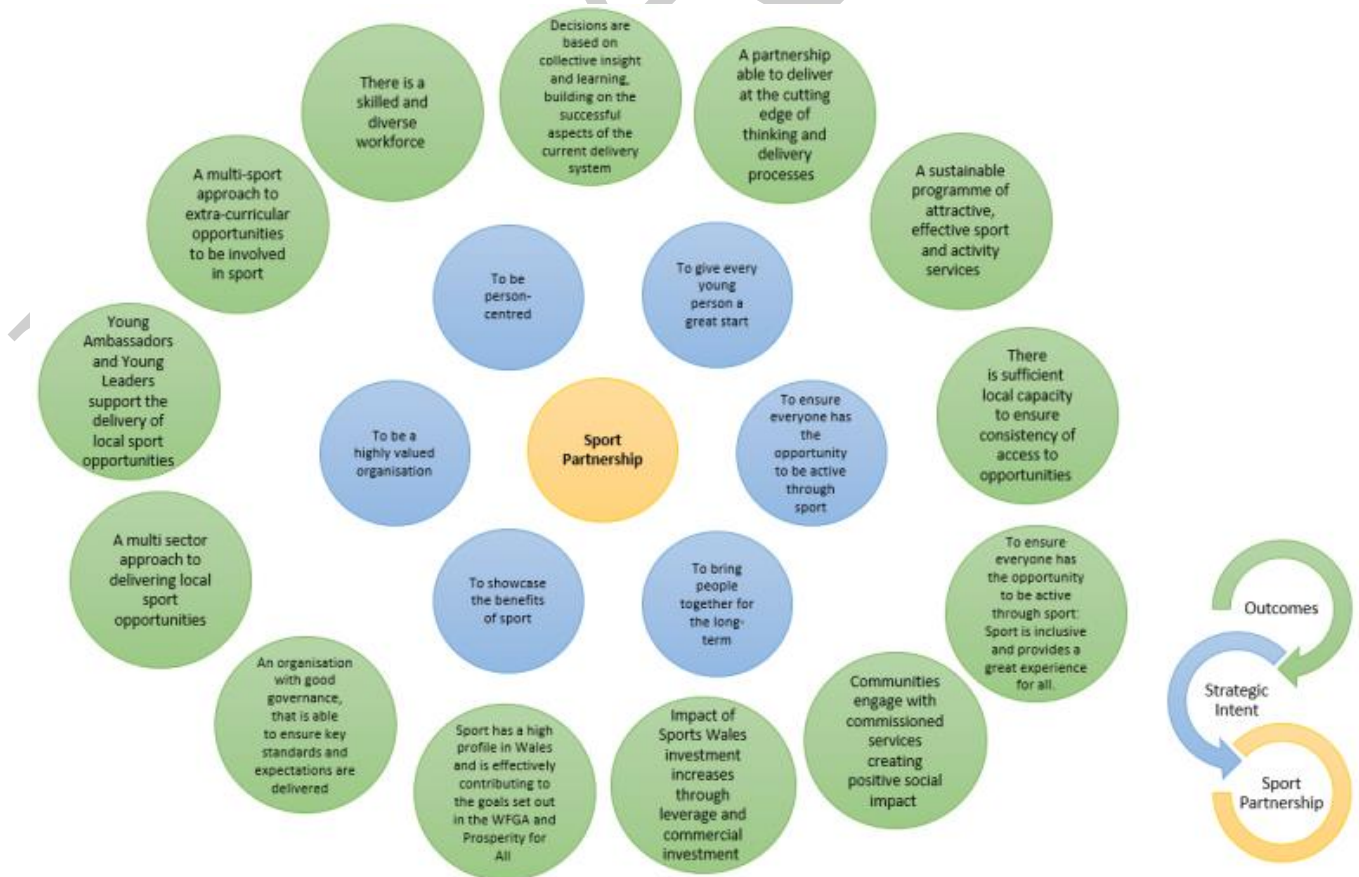
18. Sport Wales stated that the current ways of working, pan-Wales, are not sufficient to deliver the change required by Welsh Government, in terms of boosting participation rates in physical activity and sport. In their evidence to this Inquiry, they cited the World Health Organisation's recent statement that organisations need to come together in strong partnerships to affect change. Sport Wales stated that Regional Sport Partnerships can deliver the scale of change required in Wales.
19. The Inquiry were interested to understand why Sport Wales believed Regional Sports Partnerships were necessary to deliver increased participation rates in physical activity and sport, as opposed to other possible approaches. Sport Wales stated that their view is that a fresh, collective approach is needed to achieve the vision, to build on the successful aspects of current approaches to community sport and activity to ensure

everyone can participate and benefit from a lifelong enjoyment of sport. Sport Wales gave the following specific benefits for having regional sports partnerships:

- Collaborative approach – involve partners and sectors and be able to speak with one voice to other organisations, for example Education Consortia
- Insight-led approach – clear evidence that will meet local needs
- Collective learning – help boost profile of successful projects and sport overall
- Asset based approach – current approaches mean great work not always joined up or shared. Sport Wales clear that do not want to deconstruct good work but build on it.
- Boost profile and show added value of sport – ensure sport has a place in local decision making and local partnerships.

20. The Inquiry notes that many of these ways of working are already in place in Cardiff, via Sport Cardiff and the collaborative, partnership, evidence-based ways in which it works.

21. The aimed for outcomes for Regional Sports Partnerships are set out in the graphic below, taken from Sport Wales Information Memorandum document:



22. The Information Memorandum set out a proposed two-fold role for Regional Sport Partnerships, which also details benefits:
- a. The power of the collective to strategically plan and lead this work, developing one vision, one plan which is developed and owned by all.
    - o Use of insight – a strong evidenced based plan that meets the needs of participants and stakeholders.
    - o Targeted Investment - creating the conditions for innovation in service delivery and being able to evidence the impact being made
    - o Leveraging in additional resources (whether funding, people, value in kind) to support the delivery of the outcomes
  - b. Provision of high-quality local opportunities to be active through sport – more opportunities, delivered locally. At a local level it means:
    - o Listening to local communities and local people
    - o Putting their needs first and delivering high quality opportunities to be active at the right time, right place and in the right environment
    - o ENJOYMENT is central to people getting involved
    - o Providing the right delivery for those tens of thousands of people who want to do more.
23. Other witnesses to the Inquiry did not articulate many of the benefits detailed in points 19-22 but agreed, when prompted by Members, that the partnerships would enable partners to share and learn from one another, albeit that some witnesses questioned whether a whole new entity is required to achieve this.
24. Members note this lack of iteration of strengths of regional sports partnerships by other witnesses. Members' view is that Cardiff already benefits from many of the strengths detailed above, due to its Joint Venture with Cardiff Metropolitan University and the resultant strengthened partnership working and improved participation rates. Members recognise that, theoretically, there could be benefits to other areas in Wales and potentially in the Central South area but do not have the information to comment fully on this.

25. This Inquiry also sought to understand the opportunities arising from Regional Sports Partnerships. Sport Wales identified the following:
- a. Opportunity to boost activity and increase participation
  - b. Opportunity to take greater ownership of National Lottery funding element
  - c. Opportunity to align resources and enhance funding received by joining up planning and coordination.
26. The Inquiry heard that Sport Wales undertook business case analyses that resulted in proposals to split Wales into five regions. Sport Wales propose Cardiff is part of a Central South Regional Sport Partnership consisting also of the following local authorities: Vale of Glamorgan, Merthyr, Rhondda Cynon Taf, and Bridgend.
27. The commissioning process for Regional Sports Partnerships consists of 3 stages:
- a. Expressions of Interest – to be a lead organisation or delivery partner
  - b. Outline Solutions Stage
  - c. Full Business Case
28. The process of establishing Regional Sports Partnerships has commenced, with Expressions of Interest sought. An Expression of Interest has been submitted for the Central South area, by a loose consortium of all five local authorities, the Police and Crime Commissioner, the two local health boards and Cardiff Metropolitan University, with the latter as the lead organisation. The Expression of Interest is non-binding.
29. This Inquiry heard that Cardiff Metropolitan University put itself forward as the Lead Organisation for the following reasons:
- Pragmatism – Regional Sports Partnerships are going to happen; therefore, they would prefer to play a proactive role to shape and steer this
  - No vested role – and so able to bring partners together across the region
  - Need to shape future and be seen as trusted partner
  - Can help to ensure Cardiff gets best out of opportunity.

## CONCERNS HIGHLIGHTED

30. The Inquiry found that there was recognition amongst witnesses of the need for change, with sport in Wales facing decreased resources, due to reductions in overall government funding. However, the Inquiry also found several concerns about the proposed Regional Sports Partnership approach and possible impact. These concerns centred on:

- a. Overall Model
  - Governance
  - Regional Footprint
- b. Implementation
  - Political input
  - Timeline
- c. Potential Impact
  - Reduction in resources
  - Reduction in local partnership working and community intelligence

31. Some of the witnesses concluded that the combination of the above would cause an inequitable impact on Cardiff and its communities. These concerns are detailed below.

### Concerns expressed re overall model

32. The Inquiry heard evidence that the Regional Sports Partnership approaches in England and Scotland had not worked as expected, with Scotland ceasing to operate a regional model and some areas of England moving away from this approach, for example Manchester now has a stand-alone sports partnership, rather than being part of the Greater Manchester partnership. Concerns were expressed that Wales was therefore following a model that had proved to be ineffective elsewhere.

33. Members put these points to Sport Wales, which clarified that they had deliberately learnt lessons from the approaches taken elsewhere and modified the model for Wales accordingly. For example, the approach taken in Scotland differed significantly to the approach proposed in Wales, in that it was more prescriptive regarding governance and staffing arrangements, with a narrower scope. Sport Wales offered to speak with sportscotland to ascertain their views on regional sports partnerships; they informed the

Inquiry sportscotland remained supportive of the principles behind more effective collaboration at a regional level.

## **Governance**

34. The Inquiry heard concerns expressed that there was a lack of clarity from Sport Wales regarding governance arrangements. Some witnesses stated Sport Wales informed them it was up to the partnership to determine governance arrangements, and they did not feel this was helpful.
35. Sport Wales informed the Inquiry that they do not think it best to prescribe a specific approach, other than to comply with good governance<sup>4</sup>, and that it is better for partnerships to develop a governance approach that meets the needs of their areas. Sport Wales want to encourage self-determination of governance and are content if regional partnerships look different to one another – it is up to the regional partnership to determine what works best for them.
36. Whilst Members think Sport Wales's aims are laudable, Members understand why a lack of governance framework is anxiety-inducing and are not convinced this is a workable approach for every area in Wales, particularly an area such as Central South that has numerous contributors to the regional sports partnership.
37. The Inquiry also heard concerns specifically regarding decision-making in Regional Sports Partnerships. Concerns were expressed that, if each member of the partnership had one equal vote, communities in Cardiff would be negatively affected as other areas of the partnership may not have the same needs as communities in Cardiff and therefore may not vote to approve release of funding to meet these needs, as they may wish the funding to be used for priority needs in their areas. This concern is explored in more detail later in this report, at points 43-44.
38. To avoid this, Members believe it makes sense for decision making to recognise the populations of the areas involved and to ratio votes accordingly.

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<sup>4</sup> Governance and Leadership Framework and Sport Wales Capability Framework.

## Regional Footprint

39. The proposed Central South Regional Sport Partnership covers five local authority areas – Bridgend, Cardiff, Merthyr, Rhondda Cynon Taf, and the Vale of Glamorgan – and two local health boards – Cardiff & Vale UHB and Cwm Taf Morgannwg Health Board.
40. Concerns were expressed to the Inquiry that the area covered is too large and too diverse to work cohesively in one partnership. Members also heard concerns that the partnership would prove unworkable as it covers two local health board areas and cuts across the existing sports landscape. More details on these are set out below.

## Size of Footprint

41. The proposed Central South Regional Partnership covers an area where circa 1 million people live. Witnesses were concerned that the scale of this makes it too large to deliver appropriately targeted local programmes of community sport, which are needed to boost engagement and participation.

## Diversity of areas

42. In addition, Members heard that the five local authority areas are diverse, with differing challenges and barriers facing their populations in becoming active and engaged in community sport. For example, the valley communities have high rates of long-term limiting health conditions and underlying health conditions that affect mobility, coupled with an older population structure, and high levels of poverty and deprivation. These also exist in Cardiff, which in addition has a higher level, compared to the valleys, of BAME communities living in deprived areas.
43. Concerns were expressed to the Inquiry that the Regional Sports Partnership may find it difficult to allocate reducing resources to equally valid but different priorities. One example given to the Inquiry was that currently there are specific projects in Cardiff to improve engagement and participation amongst BAME communities in community sport. However, witnesses are not convinced the Regional Sports Partnership will prioritise these given the other priority needs within its area. Witnesses are therefore concerned that communities in Cardiff will receive a worse offer because of the introduction of a Regional Sport Partnership and that the aims of Welsh Government, in terms of



improving engagement and participation amongst deprived communities, will not take place in some of the most deprived communities in Cardiff.

44. Members put these points to Sport Wales, who recognised these concerns and clarified that they will hold regional partners to account to ensure citizens needs are fairly met, using a range of data to ensure this. Sport Wales added that they see Regional Sport Partnerships as an opportunity for Cardiff to lead on BAME work and bring their insight, knowledge, and local intelligence to bear. They also highlighted that work in the early adopter, Sport North Wales, showed the need to have evidence-based discussions regarding specific needs and to work across the partnership to build commitment to meeting these needs.

#### **Two Health Boards**

45. The area covered by Central South includes two local health boards, which have different priorities and approaches, based on meeting the diverse needs of their populations. The Inquiry heard that this means the Central South Regional Sport Partnership would need to develop two, separate plans, which would create a divide.
46. Sport Wales confirmed to the Inquiry that the Central South Regional Sport Partnership has raised the issue of how to coordinate across the two Health Board areas and that they are aware of views that it would be better to adapt the regional model, perhaps splitting it into two based on the Health Board areas. They highlighted there is also the option of creating sub-partnerships within the overall partnership.

#### **Existing Sports Landscape**

47. The Inquiry heard that community sports provision benefits from relationships formed with elite sporting clubs in a local area. The proposed Central South Regional Sports Partnership cuts across some of the areas covered by elite sporting clubs, which may make it more complex to manage the interface between elite and community sport, to the detriment of provision. One example cited to the Inquiry was Rugby, with Bridgend being linked to the Ospreys and Cardiff, Rhondda Cynon Taf, and the Vale of Glamorgan being linked to Cardiff Blues.

48. The Inquiry notes these concerns and Sport Wales's responses to these and concludes that, in an environment of reducing resources, it will be difficult to balance priorities across such a diverse region, as all are valid priorities with strong evidence bases. This view is borne out by the differing agendas adopted by the two health boards, that aim to meet the health and wellbeing needs of their populations.
49. Members therefore have a real concern that there will be a dilution of what we currently do in Cardiff, which cannot be allowed to happen, for the individuals this will affect, their communities, the overall wellbeing of Cardiff and the knock-on costs to public services, such as health, if preventative measures such as community sports are reduced.
50. These points, plus the fact that community sport provision will be further impacted by the fact the footprint stretches across existing networks between elite and community sport provision, means that this Inquiry concludes it would be advisable to adapt the regional model.

### **Changing the regional footprint**

51. Members note the Information Memorandum<sup>5</sup> references that there will be further discussions on the make-up of the regions, with Sport Wales committed to '*ongoing dialogue and support for all partners engaging in the process ...to support them in working through modelling that will address their concerns*'. The Information Memorandum also states it is recognised that '*there is still some debate in the sector about the best make-up of the Sport Partnership (in terms of geography)*' and that the process is designed to enable organisations to continue to discuss and agree the most appropriate approach, through the outline solution stage, with organisations able to present and discuss alternative arrangements. Members heard that Sport Wales has agreed to split the original Dyfed Powys area, following concerns expressed by participants in those areas that the footprint was too big.

### **Conclusions**

52. Members recognise that the concerns about the proposed model and footprint are a real block in moving forward with the Central South Regional Sport Partnership. It is clear to

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<sup>5</sup> Getting People in Wales Active for Life: Information Memorandum – Sport Wales 2019

Members that there is an unwillingness to commit to a Partnership with the current regional footprint. From the perspective of Cardiff, this is because the footprint is seen as doing harm to Cardiff. However, Members also heard that, from the perspective of other areas, they are concerned that Cardiff will 'take-over' and that the needs of their areas will be overshadowed by the levels of need in Cardiff. Uncertainty around the governance framework and decision-making compound these concerns.

53. Members conclude that the proposed footprint is too large. Members believe it should be possible for Sport Wales to do the same for Central South area as they have for Dyfed Powys, which would result in seven Regional Sport Partnerships across Wales, still enabling economies of scale to be realised.

### **Concerns expressed re implementation**

54. The Inquiry heard concerns from witnesses about the lack of political oversight and input into the implementation of the Central South Regional Sport Partnership as well as concerns about the lack of a clear timeline for implementation.

### **Political Oversight and Input**

55. Witnesses raised concerns about the lack of engagement by Sport Wales with local authority Cabinet Members to discuss the proposed approach and the specifics about the Central South Regional Sports Partnership. Members asked witnesses if they knew why Sport Wales was taking this approach and received various answers, including that Sport Wales did not see it as their role to persuade local Members of the case for Regional Sports Partnerships. There was a feeling that Sport Wales did not understand the local authority landscape in the Central South area, which is more elected member-led than other local authority areas.
56. The Inquiry raised these points with Sport Wales, which clarified that they are happy to talk to Cabinet Members and local members, in a collaborative manner, alongside officers. They stated that their role is to discuss and explore constructive ways forward and that it is local authority officers' role to work with members as part of the regional sport partnership development process. They concluded that it is not Sport Wales role to convince politicians but to work with them to find solutions.

57. Sport Wales also highlighted that they have met with Cabinet Members in other parts of Wales as part of discussions on Regional Sport Partnerships. They added that in North Wales, regional partnerships had not been an issue politically and that in Dyfed & Powys there had been political engagement and it had helped shape how it is now. In Gwent, there has been some political engagement. They stated this shows Sport Wales is being flexible in its approach in order to get the project delivered.
58. Sport Wales highlighted to the Inquiry that, in their view, the lack of political mandate is the key stumbling block, and that they are keen to work with partners to address this. They added that hopefully this scrutiny will illustrate the benefits of the proposed changes.
59. Members agree that political input is key and believe that all involved should have worked together from the start to obtain buy-in to enable discussions to move forward on the best approach for the region. Members agree that local authorities in the Central South area are member-led and that elected members expect to be involved in discussions shaping regional partnerships. Members were pleased to hear Sport Wales's openness to meeting with Cabinet Members in a constructive manner; it can only be to everyone's benefit to build positive relationships.

#### **Timeline**

60. The Inquiry hear that the original timeline for establishing a regional partnership has slipped, due to the covid pandemic. Some witnesses were now not clear on the timeline, whilst other witnesses believed the timeline to be March 2022 but were unsure whether this was fixed or could slip again.
61. Members sought advice from Sport Wales on the timeline. Sport Wales clarified that they do not want to force a timeline but want to get to a point where all are comfortable to move forward. However, they stated that the fact other sports partnerships are either already up and running or due to come online imminently, means those not in this position will fall behind in terms of delivering against the Well Being of Future Generations Act agenda. Therefore, whilst there is not a fixed timeline, there is an end of the road. Sport Wales funding flows from the Wellbeing of Future Generations (Wales)

Act 2015 and the Welsh Government's Programme for Government and Sport Wales needs to make inroads to delivering these so it cannot keep the structure as it is.

62. Members asked what would happen if we reached the end of the road but there is no agreement – would Sport Wales step in or would they divert funding support to others? Sport Wales clarified it is not looking to divert Central South funding elsewhere as the funding is for the citizens living in the region. Sport Wales would make sure a structure is in place to deliver for those citizens.
63. Members note the above and believe it would be helpful to have an agreed timeline, to provide impetus for solution-finding.

### **Concerns expressed re potential Impact**

64. This Inquiry heard concerns regarding the potential impact of a regional sport partnership, in terms of reduction in resources and a reduction in local partnership working and community intelligence. More details are provided below.

### **Reduction in Resources**

65. Witnesses to the Inquiry raised several concerns that the introduction of Regional Sport Partnerships would result in a reduction in resource levels for community sport per se as well as specifically for Cardiff.
66. An overarching concern was that the regional sport partnership model was being proposed as an efficiency-based model, a cost saving model, for Sport Wales, which has streamlined their resource base. Concerns were also expressed that local authorities may reduce their sports officer posts, as it will be harder to argue to keep posts in a climate of reducing local authority resources and high demand pressures, if there is a regional body. Some witnesses also expressed concern that, if a private sector operator was appointed as the lead organisation, this could lead to them using part of the regional sport partnership funding to meet core costs, such as HR, thus reducing the amount of funding available for community sport provision.
67. Members heard that the Central South area has already seen a reduction in resources for community sport, in that Disability Sport Wales announced changing their delivery

model to one officer in each region, rather than one officer in each local authority area. There are concerns other Wales-wide or region-wide organisations may follow suit, thus reducing the overall pool of resources for community sport.

68. In addition, concerns were expressed that a regional sport partnership may not get the same value for money invested regionally as is currently achieved for funding invested in Cardiff, particularly for BAME communities. This point links to the concern that regional sports partnerships will lead to lower levels of local partnership working and community intelligence, set out in more detail below. In essence, the concern is that there will no longer be the knowledge to understand the differences between communities and that services will be commissioned on too broad a basis, with poorer results, therefore.
69. Finally, concerns were expressed that monies may be diverted from Cardiff, despite high levels of need, due to the issues highlighted in points 37 and 43, and the perception that Cardiff receives a disproportionate amount for community sport.
70. Members explored these concerns with Sport Wales, which was clear that cost savings are not a driver for the introduction of regional sport partnerships and that they are seeking to protect frontline budgets in partner organisations, including local authorities, and protect the delivery of community sport provision in a time of reducing resources, by better coordinating existing resources. They stated that they had made the difficult choice to reduce their own staffing base to reduce their take of the overall resource level, so cost savings to Sport Wales has been a consequence of the introduction of regional sport partnerships but in order to protect resource for use elsewhere.
71. Sport Wales were explicit that regional sport partnerships are not about threatening sports development teams in local authorities; they see these as key in providing the insight and intelligence that the regional sport partnership will need to properly direct resource.
72. Regarding private sector organisations becoming the lead organisation and using resources for core costs, Members heard from Sport Wales that there have been no expressions of interests from this sector. In addition, Sport Wales confirmed that local authorities and partners in Sport North Wales are making in-kind contributions.

73. Members note the responses from Sport Wales and accept these. However, Members feel that Sport Wales has not taken on board the realities facing local authorities regarding the pressures they are under coupled with reducing resources. Members understand the concerns expressed by witnesses that some local authorities may see the introduction of regional sport partnerships as an opportunity to cut staff. This would be damaging to community sport provision.

#### **Reduction in local partnership working and community intelligence**

74. The Inquiry heard that, currently, local sports officers work with local partners to build up intelligence about what works in different communities regarding community sport provision. Members heard that approaches used in Splott would not necessarily work in Ely, for example, and that approaches used must vary according to the different communities being targeted to achieve optimum results,

75. As outlined in points 66-67, concerns were expressed that the regional sports partnership model could lead to some reduction in sports officer posts. Members heard that this would have consequences short term with a loss of community intelligence and partnership knowledge, and longer term for sports management and sports development.

76. In addition, Members heard that regional sports partnerships could lead to a loss of local relationships that make things work currently, due to staff changes and a regional way of working rather than a localised way of working.

77. Finally, Members heard that, for Cardiff, there would be another loss, in that a regional sports partnership would not be involved in Major Events in the same way local authorities are and therefore would struggle to lever in the additional community sport outreach that the local authority is able to as part of the process of planning the hosting of Major Events.

#### **Inequitable impact on Cardiff and its communities**

78. Concerns were expressed that the combination of all the issues highlighted above would result in Cardiff being especially affected, with a decline in community sports overall and for the most deprived communities in particular. Some witnesses felt this to be particularly unfair given that the current Joint Venture partnership is working well in

addressing participation and activity rates. There was a feeling amongst several witnesses that Cardiff would be disadvantaged because of issues elsewhere in Wales.

79. Sport Wales recognise there are concerns about what the partnerships will focus on and how they will work. They stated that it needs partners to own and develop the partnership, to help shape, grow and nurture the partnership. They believe there is a clear role for local authorities in this process; it is not Sport Wales’s role to lead the partnership.
80. Members understand the need for partnerships to find their own momentum. However, Members believe there is a role for Sport Wales to assist in the establishment of a partnership, particularly when it is clear there are issues with this.

## SWOT ANALYSIS

81. The terms of reference for this Inquiry include undertaking a SWOT analysis of the proposed Central South regional sports partnership. Members have used the evidence gathered during the inquiry to identify strengths, weaknesses, opportunities, and threats, which are set out below.

<p><b>Strengths</b></p> <ul style="list-style-type: none"> <li>○ Fresh, collective, partnership approach</li> <li>○ Evidence based approach – insight-led</li> <li>○ Builds on successful aspects of current approaches</li> <li>○ Shared learning of successful projects</li> <li>○ Asset based approach – join up great work</li> <li>○ Ensures everyone can participate and benefit from a lifelong enjoyment of physical activity</li> <li>○ One strong voice for sport – boosts profile and ensures place in local decision making</li> </ul>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>○ Opportunity to boost activity and increase participation</li> <li>○ Opportunity to take greater ownership of National Lottery funding element</li> <li>○ Opportunity to align resources and enhance funding received by joining up planning and coordination.</li> </ul>
<p><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>○ Lack of governance framework</li> <li>○ Proposed Central South footprint <ul style="list-style-type: none"> <li>- Size</li> <li>- Diversity of areas included</li> <li>- Two health boards</li> <li>- Existing sports landscape</li> </ul> </li> <li>○ Lack of political oversight</li> <li>○ Lack of political input</li> <li>○ Lack of clarity re timeline</li> </ul>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>○ Reduction in resources <ul style="list-style-type: none"> <li>- Sport roles cut - Local authority, Regional and National bodies</li> <li>- Specific reduction in funding received by Cardiff due to reprioritisation elsewhere</li> </ul> </li> <li>○ Less value for money from regional investment, due to broader commissioning</li> <li>○ Reduction in local partnership working</li> <li>○ Reduction in community intelligence</li> <li>○ Reduction in ability to lever in additional resource from Major Events</li> <li>○ Inequitable impact on Cardiff and its communities</li> </ul>



## REORGANISATION – OTHER POSSIBILITIES

82. The Inquiry asked witnesses for any alternative ideas for the reorganisation of community sport provision, given the landscape of reducing resources and the need to boost engagement and participation rates. The following suggestions were received:
- a. Cardiff footprint – that the local authority is a regional sports partnership in its own right, given its size, complexity of population and needs, existing successful Joint Venture with Cardiff Metropolitan University, and ability to utilise local partnership working and community intelligence to boost engagement and participation rates.
  - b. Cardiff & Vale of Glamorgan footprint – that the two local authorities form their own regional sports partnership, which would fit with the local health board, is a workable size and would build on already existing good partnership links and community intelligence.
  - c. Joint Venture model – that the successful, proven Joint Venture model that works well in Cardiff is continued and applied to other local authority areas.
  - d. 'As Is' Plus – community sport provision remain organised as is currently but boost cross-border working and sourcing of alternative funding. This should include closer integration with other local authorities at a Cabinet Member level, sharing expertise, and working with Health colleagues.
83. Members note these responses, which would lead to many of the benefits of the proposed Central South regional sports partnership without as many disadvantages.

## REORGANISATION – HOW TO PREPARE

84. The terms of this Inquiry included identifying what Cardiff Council needs to do to prepare for Regional Sports Partnerships. Witnesses highlighted the following key steps:
- a. Record accurate data re participation rates – this will be critical to demonstrate the needs in Cardiff. The Physical Activity and Sports Strategy, currently being drafted and due to be approved in early 2022, will be a key document to demonstrate needs, priority areas, and place-based approaches grounded in local knowledge and intelligence about what will work where.

- b. Adopt 'Whole Community' System Thinking – witnesses explained it is important to take a whole community approach to system thinking, so to plan to meet needs throughout life, via a range of provision, including non-sport provision that encourages an active life, such as active travel provision.
- c. Join up conversations across the sector – witnesses stressed it is important to join up conversations with all actors in community sport provision, including national organisations and smaller governing bodies that operate regionally. This will ensure conversations do not become disjointed and that they can help shape regional sport partnerships.
- d. Avoid parochialism – focus on the needs of citizens and the need to boost engagement and participation rates to ensure parochialism does not take hold.
- e. Build trust and commitment – Sport Wales were clear that it is essential to build trust and commitment levels of local partners by being clear on what the partnership is there to do and how it complements local delivery. They stated this is evidenced in the Sport North Wales work – trust is key to then be able to build partnership and commitment on.

85. Members note these points.

## SPORT NORTH WALES

86. The terms of reference for this Inquiry included considering the pilot regional sport partnership in North Wales, called Sport North Wales, to understand lessons learnt during its development and to identify lessons relevant to the Central South regional sport partnership. Work on Sport North Wales commenced 5-6 years ago. Sport Wales clarified that Sport North Wales is an early adopter rather than a pilot, given that regional sport partnerships can develop and evolve in a variety of ways to suit the needs of their area. Sport Wales provided the information below in points 87– 97.
87. Sport North Wales includes six local authorities, Public Health Wales, Betsi Cadwaladr University Health Board, Glyndwr University, Bangor University, North Wales Housing Associating (including six local housing associations), North Wales Education Consortia, and Disability Sport Wales. It is connecting with organisations such as the North Wales Regional Equality Network. It is likely the Sports Partnership will connect with other

regional bodies such as, for example, the North Wales Economic Ambition Board and the office of North Wales Police and Crime Commissioner.

88. The local authorities played an active role in its formation, with one of the Chief Executives leading the project. A Collaboration Board was established and met monthly, which was important to build working relationships and develop trust amongst the partnership. This trust supported the creation of the regional vision and strategic framework and became an important step in developing common understanding, shared purpose and ultimately trust in that everyone is committed to the partnership and believes that it can deliver positive outcomes for its citizens. Trust also helped to support the agreement of a governance framework which supported the ambition of the Sports Partnership.
89. The Sport North Wales governance model has been developed to meet the requirements of the Governance and Leadership Framework and Sport Wales Capability Framework and was self-determined by the partnership members following a detailed review and options appraisal.
90. The Sport North Wales Partnership Board is skills based. Led by a Chair who was externally recruited, it is a blend of partner representative and independent appointed experts providing a modern, agile, and diverse approach to North Wales strategy, governance, and decision-making. They have appointed a Regional Director and other paid officers.
91. The Sport North Wales partnership has developed a Strategic Plan that presents a shared Regional Vision, Purpose, and key themes: Start Active, Being Active, Staying Active & ReStart. They proactively engaged with the existing sports development workforce to develop their vision and strategic framework. The drafting of the strategic plan was devolved to the delivery teams and representatives of the partners. This took the form of 4 workshop days (engaging approx. 30 reps per session) resulting in a strategic vision and delivery framework. All 6 local authorities were heavily involved and consulted throughout this process. This process led to the creation of a regional planning group. Sport North Wales undertook an equalities impact assessment during the creation of their emerging vision and strategic framework, supported by an Equalities Statement of Intent.

92. The regional planning group has been established to support the creation of a regional delivery plan and its implementation as well as having the ability to horizon-scan for future risks, opportunities, and regional need. Each partner can deliver against the framework, identifying which of the theme/s are most important to their local area. Regional operational planning for 22/23 and in subsequent years will be aligned to the Strategy framework, given that all partners were engaged in its development.
93. The amount of Sport Wales funding for Sport North Wales has not changed from the amount that used to go to the local authorities. However, the partnership identified early what additional resource it would take to move forward proactively in addition to their individual commitments and leadership roles and are making in-kind contributions where needed. In addition, the partnership has already attracted additional funding through its partnership with Public Health Wales and are actively connecting with 'Get North Wales Moving'. Sport North Wales also plan to explore commercial and other revenue stream partnerships moving forward.
94. Sport North Wales has begun conversations about how to address some of the differences across the region and re-allocate funding based on need. Future programming will be evidence led, supported by regional insight. The development lead officers are for the first time working more collaboratively across the region, currently using the Upshot IT system on behalf of the partnership. Sport North Wales is currently refreshing a partner and systems mapping exercise to identify additional stakeholders and partners who can contribute to the delivery of their vision and purpose.
95. Overall, the Sport North Wales partners have co-created a Sports Partnership which is right for their region – they see the value of the wider partnership approach and the added value this will bring to their communities. They are also clear on how their structure and set up will compliment (not duplicate) other regional bodies and the opportunity this brings to sell the benefits of sport in wider agendas. Sport North Wales is currently developing a brand identity for the region, connecting the various stakeholders and delivery partners against a common purpose.

### **Lessons Learnt**

96. Sport Wales clarified that a learning log approach has been taken throughout the early adopter phase. Key lessons to date include:

- Early identification of purpose and role is very important – this is up to the partnership to determine, not Sport Wales – need to enable partners to come together and establish this
  - People and partnerships - need to recognise these are already busy and committed and give them time and space to operate and be comfortable with what they are doing – Sport Wales can offer some small resource to help this process
  - Partnership lead, Sport Wales offer support
  - Up to regional partnership to identify best way to corral partners to meet needs of region – does mean there will be some difficult conversations, but Sport North Wales has managed to do this.
  - Building trust and commitment is key.
  - Funding – has successfully drawn in funding that might not otherwise have happened.
97. Sport Wales emphasised that Sport North Wales became operational 6-8 months ago and so it is too early to know its impact.
98. Members were surprised to find that no reports have been produced on the process of establishing the partnership and emerging lessons that could be useful for other partnerships. Members recognise Sport Wales's point that regional partnerships can vary but feel it would be useful to understand and share the lessons from Sport North Wales to date with other areas of Wales, notwithstanding that there will be differences between the areas in terms of demographics, need, and engagement and participation rates, as it is more the lessons on building a successful partnership and implementing the new approach that will be of value.

## APPROACH TAKEN

- M1. Members undertook this Inquiry during November and December 2021.
- M2. Members received evidence from the following internal stakeholders who attended question & answer sessions and contributed to a panel discussion:
- Cllr Peter Bradbury, Cabinet Member – Culture & Leisure
  - Neil Hanratty – Director of Economic Development
  - Steve Morris – Operational Manager – Sport, Leisure and Development.
- M3. Members also received evidence from the following external stakeholders:
- Laura Williams – Assistant Director of Sport, Physical Activity & Health, Cardiff Metropolitan University
  - Ben O’Connell – Director of Sport, Cardiff Metropolitan University
  - Brian Davies – Acting Chief Executive, Sport Wales
  - Graham Williams – Director, Sport Intelligence and Service Development.
- M4. Scrutiny Services wrote to the other local authorities in the Central South regional sport partnership area, offering them the opportunity to contribute to the Inquiry by sharing their views on the proposed partnership approach. Members were particularly keen to understand their perspectives. Initially, local authorities indicated they would like to contribute. However, following the cancellation of a meeting between them and Sport Wales in early November, the local authorities declined to contribute as they had been hoping to receive clarity from Sport Wales on the current status of the regional partnership approach before commenting and, lacking this, felt that their comments would not be meaningful or helpful.
- M5. To inform the Inquiry, Members were provided with information detailing the policy context, directions from Welsh Government, and Sport Wales publications relevant to Regional Sport Partnerships.
- M6. The evidence has been used to identify suitable findings from the Inquiry.

## FINANCIAL IMPLICATIONS

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

## LEGAL IMPLICATIONS

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

## COMMITTEE TERMS OF REFERENCE

- To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of economic regeneration.
  - Cardiff City Region City Deal
  - Inward Investment and the marketing of Cardiff
  - South East Wales Economic Forum
  - Economic Strategy & Employment
  - European Funding & Investment
  - Small to Medium Enterprise Support
  - Cardiff Harbour Authority
  - Lifelong Learning
  - Leisure Centres
  - Sports Development
  - Parks & Green Spaces
  - Libraries, Arts & Culture
  - Civic Buildings
  - Events & Tourism
  - Strategic Projects
  - Innovation & Technology Centres
  - Local Training & Enterprise



- To assess the impact of partnerships with and resources and services provided by external organisations including the Welsh Government, joint local government services, Welsh Government Sponsored Public Bodies, and quasi-departmental non-governmental bodies on the effectiveness of Council service delivery.
- To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures, which may enhance Council performance or service delivery in this area.

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## Economy & Culture Scrutiny Committee Membership



Councillor Nigel Howells  
(Chairperson)



Councillor Iona Gordon



Councillor Jane Henshaw



Councillor Gavin Hill-John



Councillor Chris Lay



Councillor Thomas Parkhill



Councillor Adrian Robson



Councillor Abdul Sattar



Councillor Ed Stubbs

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**CYNGOR CAERDYDD  
CARDIFF COUNCIL****ECONOMY & CULTURE SCRUTINY COMMITTEE**

19 January 2022

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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 and the CCRCD Joint Overview & Scrutiny Committee (JOSC) since December 2021.
2. Members have received updates and hyperlinks to meeting papers and minutes for previous meetings, with the last update provided at Committee in December 2021.

**CCRCD Cabinet**

3. The CCRCD Cabinet met remotely on 13 December 2021. The agenda and papers for this meeting are available here: [Governance Papers - Cardiff Capital Region](#)
4. At the meeting, CCRCD Cabinet considered:
  - a. Corporate Joint Committees – new approach required
  - b. Regional Economic Framework – to receive an additional report in Spring 2022
  - c. Exempt Report – Acquisition of Former Aberthaw Power Station.
5. The next meeting of the CCRCD Cabinet is still to be scheduled.

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

6. The JOSC is scheduled to meet remotely on 13 January 2022. The agenda and papers for this meeting are available here:

7. The JOSC are due to consider the following items:
  - a. Establishment of Corporate Joint Committee
  - b. Supporting Enterprise and Business Growth
  - c. Information Report – CCRCDC Cabinet Meeting 13 December 2021.
  
8. The next meeting of the JOSC is still to be scheduled.

### **Way Forward**

11. During their meeting, Members will have the opportunity to note the update provided re the CCRCDC 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**

**13 January 2022**

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CYNGOR CAERDYDD  
CARDIFF COUNCIL

ECONOMY & CULTURE SCRUTINY COMMITTEE

19 JANUARY 2022

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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 13 December 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 Received** – 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 Thomas to the Chair's letter following policy development scrutiny of the '*Western Gateway*' in December 2021.
  - iv. **Response Received** – from Councillor Merry & Councillor Weaver to the Chair's letter following pre-decision scrutiny of the '*Adult Community Learning Review and Into Work funding*' report to Cabinet in December 2021.

- v. **Response Received** - from Councillor Bradbury to the Chair's letter following performance monitoring scrutiny of the *GLL contract* and *response to Audit Wales 'Review of Leisure'* in December 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**

**13 January 2022**

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