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AGENDA

Pwyllgor PWYLLGOR CRAFFU'R ECONOMI A DIWYLLIANT

Dyddiad ac amser y cyfarfod DYDD LLUN, 17 HYDREF 2022, 5.00 PM

Lleoliad YB 4, NEUADD Y SIR, CYFARFOD AML-LEOLIAD

Aelodaeth Cynghorydd Wong (Cadeirydd)
Y Cynghorwyr Berman, Brown-Reckless, Cunnah, Henshaw, Jenkins,
Lloyd Jones a/ac Robinson

Tua
Amser.

1 Ymddiheuriadau am Absenoldeb

Derbyn ymddiheuriadau am absenoldeb.

2 Datgan Buddiannau

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

3 Cofnodion (Tudalennau 5 - 8)

Cymeradwyo cofnodion y cyfarfod blaenorol fel cofnod cywir.

4 Ymateb y Cabinet - Adroddiad Ymchwiliad Chwaraeon Cymunedol yng Nghaerdydd (Tudalennau 9 - 64) 5.00 pm

Derbyn Ymateb y Cabinet i Argymhellion Ymchwiliad y Pwyllgor.

5 Adolygiad o'r Cytundeb Gwasanaethau Hamdden (GLL) 5.15 pm (Tudalennau 65 - 146)

Craffu cyn gwneud penderfyniad ar yr adroddiad i'r Cabinet.

Mae Atodiadau 1, 2 a 5 o'r adroddiad hwn wedi'u heithrio rhag cael eu cyhoeddi yn unol â pharagraff 14 o Ran 4 o Atodlen 12A i Ddeddf Llywodraeth Leol 1972.

6 **Diweddariad ar Gynllun Adfywio Llanrhymni** (*Tudalennau 147 - 202*) 5.50 pm

Craffu cyn gwneud penderfyniad ar yr adroddiad i'r Cabinet.

Nid yw Atodiadau 2 – 4, Bi & Bii o'r adroddiad hwn i'w cyhoeddi gan eu bod yn cynnwys gwybodaeth eithriedig o'r disgrifiad a gynhwysir ym mharagraffau 14, 16 a 21 o Atodlen 12A i Ddeddf Llywodraeth Leol 1972.

7 **Gohebiaeth** (*Tudalennau 203 - 206*) 6.25 pm

8 **Materion Brys (os o gwbl)**

9 **Y Ffordd Ymlaen** 6.30 pm

10 **Dyddiad y cyfarfod nesaf.**

Tachwedd 16, 2022, 4.30pm.

Davina Fiore

Cyfarwyddwr Llywodraethu a Gwasanaethau Cyfreithiol

Dyddiad: Dydd Mawrth, 11 Hydref 2022

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

GWE-DARLLEDU

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

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

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

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

Mae'r dudalen hon yn wag yn fwriadol

ECONOMY & CULTURE SCRUTINY COMMITTEE

4 OCTOBER 2022

Present: Councillor Wong(Chairperson)
Councillors Berman, Brown-Reckless, Cunnah, Henshaw,
Jenkins and Lloyd Jones

18 : APOLOGIES FOR ABSENCE

Apologies had been received from Cllrs Robinson and Shimmin

19 : DECLARATIONS OF INTEREST

None received.

20 : MINUTES

The minutes of the meeting held on 11 July 2002 were agreed as a correct record and signed by the Chairperson.

21 : PLAYGROUNDS/ PLAY AREAS UPDATE

The Chairperson advised that this item provided Members with an opportunity to scrutinise the refurbishment of playgrounds and play areas in Cardiff.

The Chairperson welcomed Cllr Burke-Davies – Cabinet Member – Culture, Parks and Events; Steve Morris – Operational Manager – Sport, Leisure and Development; Rosie James – Parks Strategy and Development Manager, and Jon Maidment – Operational Manager – Parks and Harbour Authority to the meeting.

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

Members asked how the backlog in S106 spending would be addressed in the timeline shown to them today. Officers advised that the backlog was a priority last year and there had been an accelerated delivery of the programme. In addition to this, some equipment had been purchased in advance, there had been recruitment of new officers and design processes are now sharper which mean less time is taken in the design phase. There had also been an increase in the budget to aid with all the interventions.

Members sought clarification whether it is Wales or Cardiff that has a higher number of playgrounds per child compared to London; officers stated that it is Wales. Members asked what the position is for Cardiff in terms of playgrounds per child.

Members queried whether the reference to SPD in the playground programme document provided as part of the papers for this item should read SPG; officers acknowledged this was the case and that it should reference SPG (Supplementary Planning Guidance).

Members asked whether Councillors would be informed about urgency of works needed. Members were advised that most works are low priority risks, the red statuses shown were an internal officer way to grade the works and identify which ones to address and when, rather than a red flag such as a Health and Safety issue. Members were assured that they would always be notified immediately if Health and Safety issues arose and arrangements for immediate repairs or removal would be made.

Members sought information on costs of installing a playground into an area. Officers advised that this was a sliding scale depending on scope and size and the type of play area. Costs could be anywhere between £350k for a larger play area to £500k for a skatepark.

Members referred to the time taken to replace play equipment when it's been taken away due its age or for repair and whether it was possible to have a separate pot of monies to deal with these cases. Members considered information on times to replace these would be useful to deal with residents' questions. Officers stated that Local Member communication had improved but agreed it could be improved further. Officers added that the revenue maintenance budget is too strained to have a separate pot of monies and that often they are relying on S106 funding which cannot be used across wards and so replacing equipment is not always straightforward. An example of a swing being replaced was provided and Officers explained that this often also requires resurfacing works to be undertaken too. Officers further added that although there had been an increase in the budget, they were still quite limited with what they can do, and the price of play equipment is very high. There is currently training for the inhouse team for installation and resurfacing so that there is less reliance on contractors. Small items of play equipment are now being kept in stock and officers are auditing all sites and prioritising those with gaps.

Members noted that s106 money is not always in areas that need it such as very well-established wards with no new developments, therefore the only way to address this is to increase the general fund budget. Officers agreed and said that Revenue budget was the only monies that can be used in any direction. Officers added that they are still playing catchup and it would take a couple of years to see the benefit of training the team inhouse, using the management software and working smarter.

A discussion took place around the inequity of S106 monies and the constraints of planning law. Officers explained that in the past capital funding had bridged the gap where there was little or no s106, based on need. However, this year there was a freeze on capital growth bids.

Members discussed the use of logs and boulders for natural play and were advised that these would be used in addition to and to enhance the traditional play equipment. Members queried whether there was evidence about whether these provided a good experience for children. Officers advised evidence showed children played for longer with natural play equipment albeit that they may initially require adult input to initiate play.

Members sought assurance that there would be consultation with local Members on any future rationalisation of playground sites. Officers advised that there would be.

Members discussed climate change and whether playgrounds needed to be modified to reflect the warmer weather. Members referred to providing shade in playgrounds and discussed the metal play equipment becoming too hot to use as well as the need to protect against skin cancer. Officers explained that there was little choice but to use metal due to vandalism and durability. With regard to shade, tree canopy over the main play area tended to be avoided as leaf fall and moss can make the area slippery and it deteriorates quicker, however shade can be provided around the edges of playgrounds.

Members queried whether the Drovers Way Play Area was on this year's programme; officers clarified that it is, that they are awaiting completion of the needed Highways work before they can start works, and that it is anticipated they will be able to start on site in early 2023.

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.

22 : WORK PROGRAMME 2022-23

The Chairperson advised that this item enables Committee to consider further amendments to its draft work programme to enable Members to finalise their work programme for the remainder of the municipal year.

Members were advised that the Chair had received an invitation from Cardiff Bay Yacht Club to visit their facilities and learn about what they do, including their community outreach work. Members were keen to join the Chair on the visit.

Members were advised that there was Scrutiny Training available on 1st November at 5.00pm. Experienced Scrutineers were encouraged to attend the training too to help their new colleagues.

RESOLVED: To

- I. Agree the Task Group Terms of Reference as set out in Appendix C to the report.
- II. Approve the nominations for the task group as Cllrs Robinson, Wong, Lloyd Jones, Berman, Henshaw and Jenkins.
- III. Agree the work programme at Appendix B to the report.
- IV. Agree the Forward Work Programme at Appendix D for publication on the Council's website.
- V. Agree for a member of the Youth Council to be a Representative on the Committee.

23 : CORRESPONDENCE UPDATE

The Principal Scrutiny Officer provided an update on correspondence sent and received for Members.

RESOLVED: to note the report.

24 : URGENT ITEMS (IF ANY)

None received.

25 : DATE OF NEXT MEETING

17th October 2022 at 5.00pm

The meeting terminated at 6.05 pm

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ECONOMY & CULTURE SCRUTINY COMMITTEE

17 OCTOBER 2022

**CABINET RESPONSE TO THE REPORT BY THE ECONOMY & CULTURE
SCRUTINY COMMITTEE INQUIRY – ‘COMMUNITY SPORT IN CARDIFF:
REGIONAL SPORTS PARTNERSHIPS’**

Purpose of report

1. To update Members on the Cabinet response to the recommendations made in the Economy & Culture Scrutiny Committee January 2022 inquiry report ‘*Community Sport in Cardiff: Regional Sports Partnerships.*’

Background

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.

2. The Committee agreed the following membership for this task group:
Councillor Howells and Councillor Gordon.
3. 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.
4. The task group also invited written contributions from the other local authorities involved in the proposed Central South Sport Regional Partnership.
5. Desk based research was undertaken into the policy context for community sport in Cardiff and the early adopter Sport North Wales Sport Regional Partnership.
6. The evidence was used to identify suitable findings from the Inquiry and to develop recommendations. The report for this task and finish inquiry was taken to the Cabinet meeting held on 24 February 2022. The full report for this inquiry is attached as Appendix 1 of the Cabinet response, attached at **Appendix A**, and is also available at:

[Cabinet 24 Feb 2022 Scrutiny report Community sport.pdf \(modern.gov.co.uk\)](#)

Cabinet Response to Recommendations

3. The Cabinet agreed their response at their meeting on 28 September 2022. Attached at **Appendix A** is a full copy of the Cabinet paper, outlining the recommendations made and the Cabinet response to each recommendation.

4. Overall, the Committee made **six** recommendations to the Cabinet. The Cabinet response shows that:
 - **5** of the recommendations are accepted – *R1, R2, R3, R4, R6*:
 - **1** of the recommendations is partially accepted – *R5*

5. Of the recommendation **partially accepted**:
 - *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.* The Cabinet Response states the model is still to be developed, the governance and lead is in development and undecided and therefore there are no assurances that Cardiff or other regions will not be at detriment.

Way Forward

6. Councillor Jennifer Burke-Davies (Cabinet Member – Culture, Parks & Events), Neil Hanratty (Director – Economic Development) and Steve Morris (Operational Manager, Sport, Leisure & Development) have been invited to present the response to the inquiry and present any progress made in addressing the issues raised and recommendations approved.

Legal Implications

7. 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

8. 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 receive the Cabinet response and agree the way forward for receiving progress reports on the work required to implement the agreed recommendations.

DAVINA FIORE

Director of Governance & Legal Services

11 October 2022

**RESPONSE TO ECONOMY AND CULTURE SCRUTINY COMMITTEE;
REPORT ON COMMUNITY SPORT IN CARDIFF: REGIONAL SPORTS
PARTNERSHIPS**

**CULTURE, PARKS & EVENTS (COUNCILLOR JENNIFER BURKE-
DAVIES)**

AGENDA ITEM: 4

Reason for this Report

1. To agree the Cabinet response to the Economy and Culture Scrutiny Committee report of January 2022 as contained in Appendix 1.

Background

2. Economy and Culture Scrutiny Committee reviewed the regionalisation of community sport proposed by Sport Wales.
3. Cabinet reviewed the report in February 2022 and recommended a response to be received within two cycles for the six recommendations in the report, as set out in Appendix 2.
4. A collaboration group of Local Authorities and Sport Wales has been set up with membership from all Central South Authorities (Cardiff, Vale of Glamorgan, Merthyr, Rhondda Cynon Taf and Bridgend)
5. The Council has set out its direction through the Physical Activity and Sport Strategy endorsed by Cabinet in January 2022.
6. Governance arrangements and year one implementation plan to deliver and monitor the strategy through a Senior Leadership Board are in place.
7. The strategy will be the basis of protection of Cardiff objectives as the new regionalisation model is developed.
8. The strategy has four key objectives that are aligned to the Sport Wales Vision for Sport and the Wellbeing Goals for the Well-being of Future Generations Act 2015 (Wales), as follows:

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

Issues

9. The Economy and Culture Scrutiny Committee made six recommendations for Cabinet to consider, five of which are accepted and one of which is partially accepted as set out in Appendix 2.
10. Progress since the report was published:
 - Through our Joint Venture with Cardiff Metropolitan University, we are leading and administering the collaboration working group of all Local Authorities in the central south region - this is to ensure Cardiff is well represented and able to influence decisions.
 - Three workshops have been held with support and mediation provided by consultants appointed by Sport Wales.
 - Work is ongoing with regards to governance structures of any potential new entity and how each local authority will be represented.
 - A further collaboration workshop is scheduled for October 2022.
 - Draft structures and governance arrangements should be in place by April 2023 for further consideration by Cabinet.

Reason for Recommendation

11. To agree the Cabinet response to the Economy and Culture Scrutiny Committees Recommendations for “Community Sport in Cardiff, Regional Sports Partnerships.”
12. Continue to participate in discussions with Sport Wales and Central South partners to ensure Cardiff objectives and resources are retained.

Financial Implications

13. This report does not result directly in any additional financial implications.
14. It seeks agreement for the response to the Economic and Culture Scrutiny Committee recommendations to Community Sport in Cardiff: Regional Partnerships as set out in Appendix 1. The Cabinet response to these recommendations is as detailed in Appendix 2.
15. The report also provides an update with regard to ongoing collaboration and discussions between Central South Wales partners on the future proposal for a regional community sports body.
16. It is further proposed that draft structures and governance arrangements for any new entity to be established will be brought back to Cabinet for consideration early in the new financial year.

Legal Implications

17. The purpose of this report is to consider and agree Cabinet’s response to the recommendations of the Economy and Culture Scrutiny Committee in connection with “Community Sport in Cardiff, Regional Sports Partnerships. There are no immediate legal implications arising from this report. However, legal implications may arise if and when the matters referred to are implemented with or without modification. Any subsequent report with recommendations for decision that are required by Cabinet or decision maker for the 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.

Property Implications

18. There are no property implications arising from this report.

Human Resources Implications

19. There are no HR implications arising directly from the recommendations set out in this report. Any decisions taken by Sports Wales regarding the proposed Regional Sport Partnership will need to be fully assessed for any HR implications, and if necessary, such implications will be discussed with the trade unions through the Council’s agreed processes.

RECOMMENDATIONS

Cabinet is recommended to agree the response to the Economic and Culture Scrutiny Committee Recommendations to “Community Sport in Cardiff: Regional Partnerships” as contained in Appendix 1 of this Report

SENIOR RESPONSIBLE OFFICER	Neil Hanratty
	Director of Economic Development 22 September 2022

The following appendices are attached -

- Appendix 1:** Economy and Culture Scrutiny Report “Community Sport in Cardiff: Regional Partnerships”
- Appendix 2:** Cabinet response to the Economy and Culture Scrutiny Report “Community Sport in Cardiff: Regional Partnerships”

Mae'r dudalen hon yn wag yn fwriadol



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

Regular physical activity is important to improve health and wellbeing and enhance the overall quality of life. Community Sport plays a vital role in helping people be physically active and this Inquiry also heard it helps increase community cohesion, tackle anti-social behaviour and crime, as well as assist lifelong learning.

Cardiff is fortunate to have a dedicated, enthusiastic team of volunteers who support over 400 community sports clubs in the city. We also benefit from an innovative Joint Venture between Cardiff Council and Cardiff Metropolitan University, enabling Sport Cardiff to work with partners to create opportunities for people to get involved in sport. This Committee has regularly received update reports on Sport Cardiff, focusing specifically on progress with increasing participation particularly amongst under-represented groups. We have been pleased to note success in these areas.

Members decided to undertake this Inquiry due to concerns raised with the Committee that proposals for Regional Sport Partnerships could undermine the successful work in Cardiff. We entered the Inquiry with an open mind, aiming to learn lessons from the early adopter Sport North Wales and identify what Cardiff Council needed to do to prepare for changes.

We heard from Cardiff Metropolitan University, Sport Cardiff, and Sport Wales, as well as from Councillor Bradbury, Cabinet Member – Culture and Leisure, and senior officers. We are grateful to all witnesses for their willingness to engage, their openness and clarity regarding their perspectives on proposals. We also invited representatives from the other local authorities in the proposed Central South Regional Sport Partnership (RSP) to contribute their views to the Inquiry. Regrettably, they felt unable to contribute at this stage, as they awaited clarification from Sport Wales on key aspects of proposals.

Having considered all the evidence, this Inquiry concludes the proposed Central South RSP poses a very real threat to the good practice currently embedded in Cardiff. We are sure that this is not the intention of Sport Wales, which wishes to see enhanced participation across Wales and particularly in the most disadvantaged communities.

Our clear preference is for the status quo to be maintained; our current approach delivers, boosting engagement and participation for the most disadvantaged. However, if maintaining the status quo is not feasible, then it is essential to reduce the footprint of the RSP and to clarify governance arrangements. The need for engagement with politicians is critical, and this Inquiry was pleased to note willingness from all parties to participate in this.

I would like to thank Cllr Iona Gordon for her contributions to this Inquiry and our Principal Scrutiny Officer, Angela Holt, for her professional support in bringing all of this together.

This is my last Inquiry Report as Chair of this Committee and I would like to thank members of my committee, past and present, for the way they have supported me during my period as Chair, as well as the Scrutiny Officers who have made everything possible.

For scrutiny to be effective, there needs to be a willingness from the administration to engage with us and to consider us a critical friend. As far as my committee is concerned, this has indeed been the case, with Cabinet Members and Officers eagerly engaging with us and responding positively to our observations and recommendations.

We are fortunate in Cardiff to have an extremely efficient and professional Scrutiny Service that leads the way in how it supports scrutiny in Cardiff. I hope that future administrations recognise this fact and continue to provide Scrutiny with the support it needs in order to continue to deliver effective scrutiny.



**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**¹: “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.

¹ Established for each Neighbourhood Partnership area

5. Sport Wales part- fund Sport Cardiff² 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.
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.

² The other main funders of Sport Cardiff are Cardiff Met, Cardiff Council, Cardiff & Vale UHB, South Wales Police Trust Fund and Disability Sport Wales

- 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.³*
 - *Those participating less frequently than 3x per week*

³ Information Memorandum (2019)

- *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.*
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

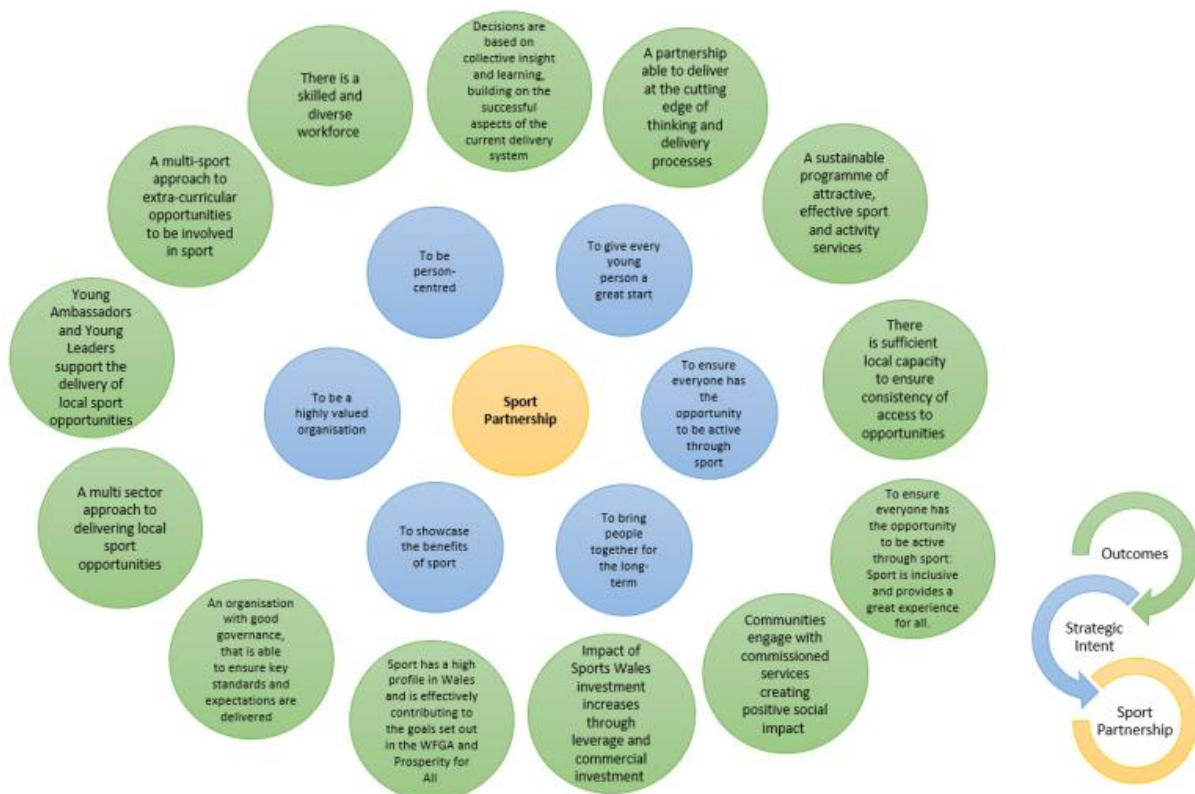
18. Sport Wales stated that the current ways of working, pan-Wales, are not sufficient to deliver the change required by Welsh Government, in terms of boosting participation rates in physical activity and sport. In their evidence to this Inquiry, they cited the World Health Organisation's recent statement 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 governance⁴, 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.

⁴ 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 Memorandum⁵ 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

⁵ 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>Strengths</p> <ul style="list-style-type: none"> ○ Fresh, collective, partnership approach ○ Evidence based approach – insight-led ○ Builds on successful aspects of current approaches ○ Shared learning of successful projects ○ Asset based approach – join up great work ○ Ensures everyone can participate and benefit from a lifelong enjoyment of physical activity ○ One strong voice for sport – boosts profile and ensures place in local decision making 	<p>Opportunities</p> <ul style="list-style-type: none"> ○ Opportunity to boost activity and increase participation ○ Opportunity to take greater ownership of National Lottery funding element ○ Opportunity to align resources and enhance funding received by joining up planning and coordination.
<p>Weaknesses</p> <ul style="list-style-type: none"> ○ Lack of governance framework ○ Proposed Central South footprint <ul style="list-style-type: none"> - Size - Diversity of areas included - Two health boards - Existing sports landscape ○ Lack of political oversight ○ Lack of political input ○ Lack of clarity re timeline 	<p>Threats</p> <ul style="list-style-type: none"> ○ Reduction in resources <ul style="list-style-type: none"> - Sport roles cut - Local authority, Regional and National bodies - Specific reduction in funding received by Cardiff due to reprioritisation elsewhere ○ Less value for money from regional investment, due to broader commissioning ○ Reduction in local partnership working ○ Reduction in community intelligence ○ Reduction in ability to lever in additional resource from Major Events ○ Inequitable impact on Cardiff and its communities

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.

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

CABINET RESPONSE TO THE RECOMMENDATIONS OF THE ECONOMY AND CULTURE SCRUTINY COMMITTEE - COMMUNITY SPORT IN CARDIFF: REGIONAL PARTNERSHIPS

RECOMMENDATION	CABINET RESPONSE
<p>1. 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.</p>	<p>Accepted. The case will be made to Sport Wales Senior Management Team for a Cardiff or Cardiff and Vale partnership. The Cardiff case will also be taken to the Central South regional forum stating the Cardiff position.</p>
<p>2. 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 the reduced footprint as set out above</p>	<p>Accepted. Political position from Scrutiny and Cabinet to be presented to Sport Wales to enable open discussion on options for a new operating model that sustains the current future levels of resource for Cardiff. Sport Wales insist on a Central South Regional Board but with potential for a second tier split for two health board regions that covers the entire region.</p>
<p>3. Cabinet actively engages with the Regional Sport Partnership development process to build trust and commitment</p>	<p>Accepted. Ongoing commitment to attend the Central South forums led by Sport Wales and for Cardiff Council and our delivery partner Cardiff Metropolitan University (Sport Cardiff), to lead and lobby on behalf of the Central South regional local authorities.</p>
<p>4. Cabinet works collaboratively with Regional Sport Partnership partners to agree governance arrangements that ensure Cardiff's voice is heard in proportion to population size.</p>	<p>Accepted. Ongoing commitment to attend the Central South forums and support the group in partnership with Cardiff Metropolitan University (Sport Cardiff), ensuring Cardiff objectives set out in the Physical Activity for Sport strategy are protected and delivered.</p>
<p>5. 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.</p>	<p>Partially accepted. The model is still to be developed, the governance and lead is in development and undecided and therefore there are no assurances that Cardiff or other regions will not be at detriment.</p>
<p>6. Cabinet seeks clarification from Sport Wales on their basic expectations regarding governance models.</p>	<p>Accepted. Sport Wales are not set on a specific model and request the central south group to collaborate and decide on the best governance structure.</p> <p>This is in development and Cardiff are well represented to determine future governance models as well as reviewing the current model in North Wales.</p>

Mae'r dudalen hon yn wag yn fwriadol

**CYNGOR CAERDYDD
CARDIFF COUNCIL**

ECONOMY & CULTURE SCRUTINY COMMITTEE

17 OCTOBER 2022

**REVIEW OF THE LEISURE SERVICES CONTRACT (GLL): PRE-DECISION
SCRUTINY**

Appendices 1, 2 and 5 of the Cabinet Report, Appendix A are not for publication as they contain exempt information of the description contained in paragraph 14 of Part 4 of Schedule 12A of the Local Government Act 1972. It is viewed that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Purpose of the Report

1. To provide background information to Members to aid their scrutiny of the draft report to Cabinet titled '*Review of the Leisure Services Contract (GLL)*', attached at **Appendix A**, which is due to be considered by Cabinet at their meeting on 20 October 2022.
2. Members should note that **Appendices 1, 2 and 5** of the Cabinet report, at **Appendix A** are exempt from publication. Members are requested to keep this information confidential, in line with their responsibilities as set out in the Members Code of Conduct and the Cardiff Undertaking for Councillors.

Scope of Scrutiny

3. At their meeting on 20 October 2022, the Cabinet will consider a report that
 - i. seeks approval in principle to make a relief payment to Greenwich Leisure Ltd (GLL)
 - ii. seeks agreement in principle for GLL to acquire energy through the Crown Commercial Service
 - iii. Seeks agreement in principle to proposal to upgrade leisure centres energy infrastructure, and

- iv. Seeks agreement in principle to the approach to modernisation and future operation of Pentwyn Leisure Centre.
4. During this scrutiny, Members can explore:
 - i. The proposed relief payment
 - ii. The proposal to enable GLL to acquire energy from the Crown Commercial Service
 - iii. The proposed review of leisure centres to plan for full conversion to renewable energy infrastructure
 - iv. The proposals regarding Pentwyn Leisure Centre
 - 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
 - viii. The recommendations to Cabinet.

Structure of the meeting

5. The Chair will move that this item be considered in two parts: an open session, where Members will be able to ask questions on the issues and papers that are in the public domain; and a closed session, where members of the public will be excluded, where Members can ask questions that pertain to **Appendices 2-4 inclusive**.
6. Members will hear from Councillor Jennifer Burke-Davies (Cabinet Member – Culture, Parks and Events), who will be invited to make a statement. Neil Hanratty (Director of Economic Development) and Steve Morris (Operational Manager – Sport, Leisure and Development) will give a presentation. The whole panel will be available to answer Members' questions.
7. Members will then be able to decide what comments, observations or recommendations they wish to pass on to the Cabinet for their consideration prior to making their decisions.

Background

8. In December 2016, a new partnership arrangement with GLL commenced, with a formal 15-year contract between the Council and GLL. The contract covers the following leisure centres:
- Llanishen Leisure Centre
 - Eastern Leisure Centre
 - Fairwater Leisure Centre
 - Western Leisure Centre
 - Pentwyn Leisure Centre
 - Maindy Leisure Centre
 - STAR (Splott)
 - Penylan Library and Community Centre ¹
9. The contract enabled the Council to eliminate its subsidy of leisure services, which amounted to circa £3.5m per annum. GLL's proposal was to work to reduce the deficit and use surpluses from elsewhere in their UK portfolio to underwrite the initial operating deficit. Prior to the covid pandemic, GLL had made significant progress in reducing the operating deficit.
10. The Council retains ownership of the facilities and has landlord responsibility for maintaining the external fabric of the buildings. £3.465m capital funding was allocated at the outset of the contract to deliver improvements to leisure centres.
11. The covid pandemic resulted in a significant loss of income for GLL, across their business². The WG hardship support enabled GLL to keep operating. However, GLL no longer had a surplus to offset the operating deficit in Cardiff. In November 2020, Cabinet was informed the risk of contract failure had been escalated onto the Corporate Risk Register. Cabinet authorised a review of the contract to identify potential variations that would improve the long-term sustainability of the contract and protect service delivery.

¹ Penylan Library and Community Centre included in contract as it hosts a gym

² £5.225 million WG Hardship Fund support for the period March 2021 – March 2022 (point 30, **Appendix A**)

12. In March 2021, Cabinet agreed to vary the contract by removing Pentwyn Leisure Centre, which required the highest level of subsidy, on the basis that an alternative delivery model would ensure the centre remained open to the public. At the same time, GLL agreed to release the Maindy Cycle Track to support other Council objectives, with replacement provision proposed at the International Sports Village site.
13. In December 2020, Audit Wales released their investigation report on Leisure Services in Cardiff, which proposed a review of the contract. The Council commissioned Local Partnerships to carry out an independent review, attached as Confidential Appendix 1 to the Cabinet Report at **Appendix A**, covering:
- Potential for partnership and collaboration
 - Current governance and contract management arrangements, including client management and monitoring
 - Sustainability of the contract and
 - Effectiveness of service specification.

Issues identified in the Cabinet Report

14. The draft report to Cabinet entitled '*Review of the Leisure Services Contract (GLL)*' is attached at **Appendix A** and has 5 appendices
- **Confidential Appendix 1** – Local Partnership Review
 - **Confidential Appendix 2** – Proposed Relief Payment
 - **Appendix 3** – Pentwyn Leisure Centre Plans
 - **Appendix 4** – Pentwyn Leisure Centre delivery programme
 - **Confidential Appendix 5** – Counsel Advice.
15. The report sets out:
- i. it is a priority for the Council to keep all of its leisure centres open for business and to maintain the full range of services in each leisure centre
 - ii. leisure centres are operating at around 90% of pre-pandemic income levels
 - iii. the hardship support fund is no longer operating
 - iv. the energy crisis is accentuating the operating deficit.

16. **Point 16** of the report to Cabinet states that the scope for varying the contract is limited by procurement law. **Points 18 – 21** summarise the Local Partnership review, highlight many of the possible contract variations identified by the review are not in line with the Council's commitments, and set out the proposed contract variations including:

- i. Relief payment to cover the gap between budgeted energy costs and actual costs incurred to the end of the financial year, subject to a cap set out in **Confidential Appendix 2**
- ii. Enable GLL to acquire energy from the Crown Commercial Service, directly or indirectly by the Council providing energy as part of their landlord responsibility for the buildings; a deed of variation or side letter will be required
- iii. A review of all centres to fully understand existing energy infrastructure and to plan full conversion to renewable energy infrastructure; costs anticipated to be met by government grant funding
- iv. To bring forward the modernisation of Pentwyn Leisure Centre (*see Point 17 below for more details*)
- v. To continue dialogue with Cardiff University to maintain and increase the level of student participation at the Maindy Leisure Centre
- vi. To continue to seek sources of capital investment in the centres.

17. **Point 17** of the report to Cabinet states that plans to modernise Pentwyn Leisure Centre have been delayed due to cost pressures in the construction sector; this delay has given time to consider other options. **Points 22 – 27** set out the following proposals:

- i. Retain Pentwyn Leisure Centre within the leisure services contract
- ii. GLL to continue to operate the community facilities and to release part of the building to the Council
- iii. Cardiff Rugby to pay rent to the Council for the areas of the building that will be for their exclusive use
- iv. GLL and Cardiff Rugby to contribute towards the costs of modernising Pentwyn Leisure Centre.

18. **Appendix 3 and Appendix 4** of the report to Cabinet set out the proposed modernisation plans and programme for Pentwyn Leisure Centre. A Full Business Case will be developed and brought to a future meeting of Cabinet for authority to proceed.

19. **Point 28** of the report to Cabinet highlights that Counsel advice has been sought to ensure variations are permissible within the constraints of procurement and contractual law; this is provided at **Confidential Appendix 5**.

20. **Financial Implications** are at **points 30 - 41** and state that:

- i. The report does not include an estimate of costs to modernise Pentwyn Leisure Centre. Updated costs details and confirmed funding arrangements will need to be set out in the full business case planned to be presented to a future Cabinet; these will need to be with no additional financial impact on the Council budget
- ii. No financial information is provided in the report on the proposal for GLL to release part of Pentwyn Leisure Centre for the Council to enter into a lease with Cardiff Rugby; this will be set out in the full business case, and it is essential financial due diligence is undertaken to inform this
- iii. Any abortive costs arising from design and initial work will need to be borne by the existing revenue resources within the Directorate
- iv. There is no Council budget provision for the proposed energy upgrade works; the report states external funding will be sought
- v. The report does not identify the funding source for the proposed relief payment to GLL; it is essential that funding is clearly identified and approved before any commitments are made
- vi. It is essential that detailed legal and financial due diligence is concluded prior to any decisions regarding the proposal that the Council take back responsibility for energy payments to suppliers at the leisure centres.

21. **Legal Implications** are at **points 42 - 51** and highlight:

- i. Detailed legal advice should be sought in the implementation of the recommendations of the Local Partnerships Report

- ii. Counsel advice is that the proposed relief payment can be made in accordance with MEOP (Market Economy Operator Principle)
- iii. Counsel advice on the Council taking back responsibility for energy provision at leisure centres is at **Confidential Appendix 5**. It will require a deed of variation or side letter
- iv. Legal advice should be sought when further details are presented to Cabinet on the proposed upgrade of energy infrastructure
- v. Specific property and procurement legal advice should be sought when substantive details are available regarding modernisation and future operation of the Pentwyn Leisure Centre
- vi. 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.
- vii. Cabinet must be satisfied the proposal is within the Policy and Budget Framework.

22. **Property Implications** are at **points 52-53** and state these are set out in the body of the report, that any changes should be done in accordance with the Council's asset management and property management processes.

23. There are no **HR Implications**, as stated at **Point 54**.

Proposed Recommendations to Cabinet

24. The report to Cabinet contains the following recommendations:

- i) *Note the contract review undertaken by Local Partnerships attached at Confidential Appendix 1.*
- ii) *Approve in principle a relief payment to GLL to assist with mitigating the rise in energy costs during the current financial year capped as set out in Confidential Appendix 2 and to delegate authority to the Section 151 Officer in consultation with the Cabinet Member for Finance, Modernisation and Performance to authorise payments in line with the methodology and due diligence set out in Confidential Appendix 2.*

- iii) *Agree in principle to the proposal for GLL to acquire energy either directly or indirectly through the Crown Commercial Service and to delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Culture and Leisure and the Cabinet Member for Finance, Modernisation and Performance, the Section 151 Officer and the Legal Officer to consider all of the implications as set out in this report and in Confidential Appendix 2 and if the proposal is beneficial to the Council and GLL to make such variations as required to the lease and or the contract.*
- iv) *Agree in principle the proposal to upgrade the energy infrastructure at each leisure centre to provide lower cost renewable energy subject to approval of a Full Business Case being presented back to a future meeting of Cabinet.*
- v) *Agree in principle to the approach outlined in this report for the modernisation and future operation of Pentwyn Leisure Centre and authorise the preparation of a full business case detailing final costs to be presented back to a future meeting of Cabinet for authority to proceed.*

Previous Scrutiny

25. **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.

26. In **November 2020**, this Committee considered the **impact of the coronavirus pandemic** on leisure services in Cardiff and carried out pre-decision scrutiny of a report to Cabinet on the contract with GLL. In the resulting Chair's letters Members recognised the impact of the coronavirus pandemic on GLL and the whole of the leisure sector and reiterated their support for leisure and sport activities.

27. 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.

28. In **December 2021**, Members undertook policy review and monitoring scrutiny, focusing on progress in delivering the **Leisure Centre Management Partnership** between the Council and GLL (Greenwich Leisure Limited). This scrutiny looked at the impact of the covid pandemic, participation and usage rates, capital programme, customer satisfaction and quality systems, staffing, the Council's commitments and risks to the Council.

29. Also in **December 2021**, Members scrutinised progress in implementing the improvement proposals made by **Audit Wales in their Review of Leisure Services** (2020) report. The response to these improvement proposals included engaging Local Partnerships to review contract management arrangements between GLL and the Council.

Way Forward

30. Councillor Jennifer Burke-Davies (Cabinet Member – Culture, Parks and Events) will be invited to make a statement. Neil Hanratty (Director of Economic Development) and Steve Morris (Operational Manager – Sport, Leisure and Development) have been invited to attend to give a presentation. The whole panel will be available to answer Members' questions.

31. All Members are reminded of the need to maintain confidentiality regarding the information provided in **Appendices 1, 2 and 5** of the Cabinet Report at **Appendix A**. Members will be invited to agree the meeting go into closed session to enable discussion of this information.

Legal Implications

32. 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

33. 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 October 2022, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

DAVINA FIORE

Director of Governance & Legal Services

11 October 2022

CABINET MEETING: 20 OCTOBER 2022

REVIEW OF THE LEISURE SERVICES CONTRACT (GLL)

CULTURE, PARKS & EVENTS (COUNCILLOR JENNIFER BURKE-DAVIES)

AGENDA ITEM:

Appendices 1, 2 and 5 of this report are exempt from publication pursuant to paragraph 14 of Part 4 of Schedule 12A to the Local Government Act 1972.

Reason for this Report

1. To seek authority to make a relief payment to Greenwich Leisure Ltd (GLL) to mitigate the current increase in energy costs to enable existing levels of service to be maintained at all of the Council's leisure centres.
2. To update Cabinet on the work undertaken to review the GLL leisure services contract to identify opportunities to improve the revenue position following the Covid-19 pandemic without the need for any significant closures or reductions in service or price increases and to present the Council's proposals to improve the sustainability of the leisure services contract with GLL.
3. To present the latest plans for the modernisation of Pentwyn Leisure Centre and to set out a programme for delivering the scheme.

Background

4. The administration's strategic policy document Stronger Fairer Greener 2022 recognises the contribution that the Council's leisure and community facilities make across a wide range of portfolio areas and the contribution they make towards the Health and Well-being of Future Generations (Wales) Act 2015.
5. The significant budget pressures faced by local authorities over recent years has led numerous Councils to reduce the level of their leisure service provision and some have chosen to close leisure centres. Despite the pressures, Cardiff Council has remained committed to keeping all of its leisure centres open and to retaining and enhancing the level of service.

6. In 2016, the Council entered into a long term (15 year) contract with Greenwich Leisure Ltd to manage eight leisure and community facilities, these being:
- Llanishen Leisure Centre
 - Pentwyn Leisure Centre
 - Fairwater Leisure Centre
 - Western Leisure Centre
 - Eastern Leisure Centre
 - Maindy Centre
 - STAR Hub
 - Penylan Library and Community Centre

The opportunity was secured through a competitive process and the contract commenced on 1 December 2016.

7. The contract with GLL enabled the Council to eliminate its previous annual revenue subsidy for the above facilities amounting to circa £3.5m per annum whilst keeping all of the centres open to the public. The removal of the subsidy for the Council was achieved within three years of the commencement of the contract. The Council paid an initial management fee for capital investment on a reducing basis from £4.2m in 2016. These investments improved the quality of offer at centres and increased participation and income prior to the outbreak of the pandemic.
8. As part of the agreement with GLL, the Council retained ownership of the facilities and has landlord responsibility for maintaining the fabric of the buildings. £3.465m of capital funding was made available at the outset of the contract to deliver improvements to the centres to increase attendances, drive income and realise energy efficiencies.
9. GLL's proposal for Cardiff was based on an initial operating deficit which was underwritten from surpluses on better performing contracts throughout their UK portfolio. Their aim was to reduce the deficit in the early years of the contract through a combination of capital investment, efficiencies and income generation. Significant progress had been made prior to the pandemic to increase membership numbers and income. Although the whole operating deficit had not been eliminated, primarily due to the impact of capital works on some centres, the contract was heading in the right direction and GLL were able to continue to manage the deficit through surpluses elsewhere in their business.
10. In November 2020, following the sustained impact of the Covid-19 pandemic, Cabinet was updated on the implications for GLL who had suffered a significant loss of income right across their business. Whilst short-term funding was made available through government hardship support to keep the leisure industry afloat, the main implication for the contract in Cardiff was GLL were no longer able to fund a deficit in Cardiff from surpluses elsewhere. At the same meeting Cabinet was informed that the risk of contract failure had been escalated onto the corporate risk register where it remains. Cabinet also authorised a detailed review of the GLL Leisure Services contract to identify potential variations that

would improve the long-term sustainability of the contract and protect service delivery.

11. In March 2021, as an early intervention, it was agreed by Cabinet that the Pentwyn Leisure Centre (PLC), identified as the centre requiring the highest level of operational subsidy, could be removed from the Leisure Services contract. This was negotiated with GLL alongside the release of the Maindy Cycle Track to support other Council objectives. The release of PLC was on the basis that an alternative delivery model would be put in place to keep the centre open to the public. The Maindy Cycle Track provision was proposed to be replaced at the International Sports Village.
12. The same report to Cabinet also provided an update on a review of the contract undertaken by Audit Wales. Following the Audit Wales report, the Council commissioned Local Partnership to carry out an independent review of contract arrangements, focussing on the improvement actions with a brief to carry out benchmarking with other leisure operators and local authorities across the UK. Local Partnerships were asked to:
 - Consider the long-term financial sustainability of the contract by reviewing the service specification and its ability to deliver a financially neutral position and recommend changes and solutions as required. Benchmarking with Core Cities to compare approaches, levels of investment, subsidy provided.
 - Consider the Council's approach to integrated services and partnerships (Libraries, Social Services, Education, Public Health, other Health services, GP surgeries etc) and the potential for leisure centres to adapt and retro fit to accommodate such services.
 - Review the current contract management processes and client function to assess its suitability and compare governance arrangements with other similar arrangements.
 - Consider the social value of leisure and the impact on wellbeing in light of the current arrangements and any impact on wellbeing as a result of changes to the service specification. (Wellbeing of Future Generations Act).

The Local Partnerships report is attached at Confidential Appendix 1.

Issues

13. The Council's requirement to keep all of its leisure centres open for business and to maintain the full range of services in each leisure centre remains a priority for the Council and a significant challenge for GLL. The main financial pressures have always related to the operation of swimming pools, and in particular, leisure pools which are in effect heavily subsidised.

14. Whilst the post-pandemic recovery has been encouraging, the centres are yet to fully recover and are operating on average at around 90% of previous income levels. The removal of hardship support means that the leisure services contract continues to operate at significant deficit. At the beginning of this financial year, as the country began to emerge from the pandemic, GLL estimated an operating deficit of c£500,000 for the 2022/23 financial year.
15. The recent energy crisis has accentuated the problem and prior to the UK Government intervention was forecast to more than double the anticipated operating deficit for the current financial year to in excess of £1m.
16. The leisure services contract was established through an OJEU procurement process based on a detailed specification and therefore the scope for variations to the contract are constrained by procurement law. External legal advice was obtained from Counsel on the earlier proposal to remove the Pentwyn Leisure Centre and the Maindy Cycle track facilities from the contract and although deemed to be permissible, Counsel advised there was little scope for any further variations.
17. The plans to modernise Pentwyn Leisure Centre have been delayed due to the cost pressures being felt right across the construction sector. This has required a fundamental review of the proposals. The Council remains committed to the project, however, in the context of the wider consideration of issues affecting the GLL contract, and the limitation to the extent of variations that are permissible under the contract, the delay has inadvertently created an opportunity to further consider which other options might improve the commercial viability and sustainability of the leisure services contract with GLL.

Local Partnerships Review

18. Local Partnerships were appointed to undertake an unconstrained independent review of the contract. From the outset it was understood that many of the potential interventions that could be proposed, such as closing swimming pools, would not be acceptable to Cardiff Council but nonetheless a comprehensive review was agreed.
19. As expected, many of the proposals set out by Local Partnership in their report are not acceptable to the Council who remain committed to retaining all of the centres, all of the swimming pools, and to ensuring the terms and conditions of staff transferred to GLL remain protected. There are a wide range of proposals including closure of the poorest performing centres, closure of individual pools, and price increases etc, to more moderate reductions of service such as implementing shorter operating hours in certain centres and reviewing the service mix to swap low earning/poor performing facilities with facilities that have better earning potential. The Council intends to focus on the proposals that have potential to improve the financial situation without affecting service delivery.
20. The main opportunity arising from the Local Partnerships work is the idea to comprehensively upgrade the energy infrastructure at all of the centres. This

will require a review of each centre to fully understand current infrastructure and a plan for each centre to provide replacement infrastructure from green sources such as PV, wind and ground/air source heat pumps. The potential reduction in energy costs from a conversion to renewables will need to be modelled to understand the full potential impact on the operating deficit. There will however be significant upfront cost required to implement the new technical solution. It is therefore the Council's intention to first of all understand the full costs, and then to approach various government sources for funding that is currently available to local authorities to support a transition to carbon zero.

Proposed Contract Variations

21. Following the Local Partnership review, the Council now proposes a number of variations to improve the financial performance of the contract. Energy cost remain the single biggest issue at the centres and form the basis of the proposals being presented for approval in this report, as follows:

- The energy crisis has led to an unbudgeted increase in costs that requires short-term assistance from the Council. It is proposed for the Council to provide support in the form of a relief payment. The payment will cover the gap between budgeted energy costs and the actual costs incurred to the end of the financial year. A cap on the amount that the Council is prepared to pay is set out in Confidential Appendix 2. A process of due diligence will be put in place to assess each quarterly claim made by GLL and this will take account of any reduction in costs that can be achieved through government relief programmes and/or through any of the proposals set out in this report or other means.
- Given that GLL is delivering a Council service on behalf of the Council, and that the Council acquires energy through the Crown Commercial Service at significantly cheaper rates than GLL, it is proposed to enable GLL to acquire their energy either directly or indirectly through the Crown Commercial Service. If GLL is not able to acquire directly, then given that the Council retains full landlord responsibility for the buildings, it is proposed that the leisure services contract is varied to include the provision of energy as part of the Council's landlord responsibilities. The Council would then recharge GLL for their energy use via a service charge. In either situation, direct or indirect access to the Council rates, it is anticipated that the cost to the Council will not increase, as GLL will be required to reimburse the Council fully for their consumption. The Council will need to consider any unforeseen consequences before committing to this proposal such as any VAT implications. Confidential Appendix 2 sets out the conditions for this proposal to be viable. This proposal will either need to be implemented through a deed of variation or side letter.
- Undertake a review of all centres to fully understand their existing energy infrastructure and to plan a full conversion to renewable energy infrastructure. This will require a business case to be developed in due course that sets out the capital costs of the proposed investment and the revenue benefits to the contract of delivering cheaper, cleaner energy. It is

the Council's intention to apply to government for grant funding to cover the capital costs of this proposed investment. The viability of this proposal will depend on the availability of grant funding and this will form a key part of the business case to be presented back to a future meeting of Cabinet.

- Bring forward the modernisation of Pentwyn Leisure Centre (PLC) to eliminate the negative impact of the centre on the operational budget. A new proposal for the operation of PLC is set out below.
- Continue dialogue with Cardiff University to maintain and increase the level of participation at the Maindy Leisure Centre by students.
- More generally, it is proposed to continue to seek sources of capital investment in the centres as the investment made by the Council to date has had a positive impact on patronage.

Pentwyn Leisure Centre

22. The original proposal agreed by Cabinet was to remove the Pentwyn Leisure Centre (PLC), as the worst performing centre, from the GLL contract, to eliminate a large proportion of the operational deficit, whilst keeping it open through an alternative arrangement.
23. The intention was for the centre to remain open to the public through a new lease with Cardiff Rugby, who have made use of the building during the pandemic and are keen to remain on site to establish the centre as their main training base.
24. The proposal with Cardiff Rugby was for the Council to invest in upgrading the building, improving the facilities that remain available to the community, with Cardiff Rugby effectively paying back the cost of the improvements through a rental agreement.
25. However, following the receipt of further advice from Counsel on the scope for variation of the leisure services contract with GLL it is now proposed that Pentwyn Leisure Centre remains within the leisure services contract, with GLL continuing to operate the community facilities and Cardiff Rugby paying a rent to the Council for the areas of the building that will be for their exclusive use. This will require GLL to release part of the premises at PLC from its operating lease. The plans for modernisation of the building will significantly reduce the cost of operation of the centre and will provide improved potential for income generation. To that end GLL would be prepared to make a contribution towards the costs alongside Cardiff Rugby. Further details regarding these proposals and a business case are to be presented to Cabinet at a later date.
26. The proposed modernisation plans for the centre are attached at Appendix 3. Further work is required to bring the costs back in line with the anticipated income from GLL and Cardiff Rugby and this will be presented in the form of Full Business Case back to a future meeting of Cabinet for authority to proceed.

27. The proposed programme for completing the modernisation of the Pentwyn Leisure Centre is set out at Appendix 4.

Counsel Advice

28. The Council has sought external legal advice from Counsel on the package of proposals presented in this report to ensure that the variations are permissible within the constraints of the procurement and contractual law. The advice is attached as Confidential Appendix 5.

Reason for Recommendations

29. To present the Council's proposals to improve the sustainability of the GLL contract.

Financial Implications

30. The report to Cabinet on 18th March 2021 sought approval in principle to a proposed variation to the GLL contract in order to support future sustainability of the contract and ensure service levels would be maintained. It considered the financial pressures being experienced by GLL due to the significant loss of income and periods of enforced closure of leisure centres during the Covid 19 pandemic. WG Hardship Fund support arising from the response to the Covid 19 crisis and claimed on behalf of GLL amounted to £5.225 million for the period March 2021 to end of March 2022.
31. The variation would result in the removal of the Pentwyn Leisure Centre from the GLL contract as part of a proposed lease arrangement to be established with an alternative operator, subject to legal and financial due diligence. In addition, the report set out plans for the release of the Maindy Cycle Track. These proposals were contingent on planned procurement and capital improvements works to the Pentwyn Leisure Centre subject to a financial envelope and scheme detail as set out in the earlier confidential appendices to the report.
32. This report updates on developments since the earlier report and identifies that these earlier plans for the Pentwyn Leisure Centre now require a fundamental review. The related capital investment proposals have not progressed largely as a result of wider external considerations including increasing cost pressures across the construction sector.
33. The latest proposal as set out within the report for approval in principle is that Pentwyn Leisure Centre remains within the scope of the GLL contract. GLL would be assisted in this through the planned modernisation of the centre. An update is not included within this report on the estimated costs of any works programme for modernisation of the facilities at Pentwyn. The Capital Programme for 2022/23 provided for an overall programme cost of £5.5 million of which £1.5 million was assumed to be met by a capital receipt with the balance of £4 million representing an invest to save borrowing approval. This approval was predicted on repayments from a planned lease arrangement to

be determined and based on financially viable business cases for all parties. Updated cost detail and confirmed funding arrangements will need to be set out in the full business case planned to be presented to a future Cabinet. This must also clearly identify how it is planned for any investment and related borrowing to be repaid with no additional financial impact on the Council budget.

34. GLL plan to release part of the premises at Pentwyn in order for the Council to enter into a lease with Cardiff Rugby for their training base and related facilities. No financial information on this proposal is provided within this report and it is intended that this will also be set out in the full business case. It should be noted that it has not been possible to date to carry out any financial due diligence with regard to the developing proposals due to the unavailability of required information. It will be essential that this is completed with full supporting information provided to facilitate this process and provide assurance to members as part of any final proposed programme.
35. Consideration will also need to be given to whether initial costs for design and working up of the original business case may result in abortive costs should this scheme not proceed. Any such costs would need to be met within the existing revenue resources for the Directorate.
36. The report highlights the significantly increased financial pressures on the GLL contract as a result of the energy crisis and seeks approval in principle for a number of measures to enable existing service levels to be maintained. These include plans for a comprehensive upgrade of the energy infrastructure at all of the 8 leisure centres.
37. The Council has retained ownership of centres under the GLL contract with landlord responsibility for maintenance of the external fabric of the buildings. The report references the potential for a significant upfront cost for the proposed energy upgrade works but does not provide an estimate of costs at this stage. The report identifies that it is planned to seek external funding sources that may be available to assist local authorities linked to plans for carbon footprint reductions. There is currently no Council budget provision for this proposal.
38. Authority is also sought in principle for the Council to make a relief payment to GLL for the current financial year only as mitigation against the significant overspend within the contract. The report does not identify how this will be funded and it is essential that before any commitments are made that funding is clearly identified and approved. Please refer to Confidential Appendix 2 which sets out the background in this regard. Any proposal for additional assistance beyond April 2023 is planned to be brought back to Cabinet for consideration.
39. In addition to the measures highlighted above, it is proposed that the Council explores the potential to take back responsibility for energy payments to suppliers at the leisure centres. Costs would be fully recharged to GLL with the benefit of the Council's preferential purchasing arrangements contributing to an improved financial position. The report seeks approval for delegation of authority in this proposal to the Director of Economic Development in

consultation with the S151 Officer and Cabinet member for Culture, Leisure and Parks in order that the required variations can be made to the current contract and any new lease arrangements. It is essential that detailed legal and financial due diligence is concluded prior to any decisions in regard to this proposal to ensure no financial detriment to the Council, particularly any related tax implications.

40. Confidential Appendix 5 sets out the detailed advice provided by Counsel with regard to the various proposals under development.
41. The report also details for information at Confidential Appendix 1 the findings of the Local Partnerships independent review of the GLL and Council contract arrangements. This sets out a number of opportunities for other potential service changes and improvements to the future sustainability of the contract. Any future recommendations for implementation of these changes will need to be the subject of a further report to Cabinet with the requisite financial and legal advice contained therein.

Legal Implications

42. The report contains various recommendations the first of which is to note the finalised version of the Local Partnerships (LP) report which was compiled in response to an Audit Wales report (in 2020) as described above in the body of this report. Detailed legal advice should be obtained from legal services in the implementation of the recommendations in the LP report.
43. The second recommendation is to approve a relief payment (capped as set out in Confidential Appendix 2) to be made to GLL for the reasons stated in the report and at Confidential Appendix 2. Counsel advice has been obtained in relation to such payment in which Counsel advises that payment of this can be made in accordance with the MEOP. Cabinet is referred to the Counsel advice which is contained in Confidential Appendix 5.
44. The third recommendation seeks Cabinet approval to take back responsibility for energy provision at all of the leisure centres that are currently under GLL management. At present, GLL is responsible for procuring and paying of energy at all the leisure centres direct to suppliers. The taking back of responsibility will require the Council to take over this process and recharge GLL for their consumption via an energy service charge as mentioned above in the body of the report. Cabinet is referred to the Counsel advice obtained in relation to this at Confidential Appendix 5. It will be necessary to enter into a deed of variation or side letter to effect this change formally.
45. The fourth recommendation seeks Cabinet agreement in principal to upgrade the energy infrastructure at each leisure centre to provide lower cost renewable energy. Further details of this are to be presented to Cabinet in a further report. Legal advice shall be sought in relation to this when substantive details are available.

46. The fifth recommendation seeks Cabinet agreement in principal for the modernisation and future operation of the Pentwyn Leisure Centre and authorisation for the preparation of a full business case detailing final costs. Further details of this are to be presented to Cabinet in a further report. Specific Property and Procurement Legal advice shall be sought in relation to this when substantive details are available as to the proposed transaction relating to the premises.

General legal advice

47. **Equalities & Welsh Language**

In considering this report, 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.

48. The decision maker should be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

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

The Well-Being of Future Generations (Wales) Act 2015 ('the Act') places a 'well-being duty' on public bodies aimed at achieving 7 national well-being goals for Wales - a Wales that is prosperous, resilient, healthier, more equal, has cohesive communities, a vibrant culture and thriving Welsh language, and is globally responsible. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2022 -25.

50. When exercising its functions, the Council is required to take all reasonable steps to meet its well being objectives. This means that the decision makers should consider how the proposed decision will contribute towards meeting the well being objectives and must be satisfied that all reasonable steps have been taken to meet those objectives. The well being duty also requires the Council to act in accordance with a 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:

- Look to the long term
- Focus on prevention by understanding the root causes of problems
- Deliver an integrated approach to achieving the 7 national well-being goals

- Work in collaboration with others to find shared sustainable solutions
- 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>

51. Policy and Budget Framework

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. The property implications are explained within the body of the Review of The Leisure Services Contract (GLL) report. Any changes to the existing property management arrangements resulting from the implementation of this reports recommendations, should be done so in accordance to the Council's established asset management and property management processes.
53. Where there are any property transactions or valuations required to deliver any proposals, they should also 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

54. There are no HR implications.

RECOMMENDATIONS

Cabinet is recommended to:

- i) Note the contract review undertaken by Local Partnerships attached at Confidential Appendix 1.
- ii) Approve in principle a relief payment to GLL to assist with mitigating the rise in energy costs during the current financial year capped as set out in Confidential Appendix 2 and to delegate authority to the Section 151 Officer in consultation with the Cabinet Member for Finance, Modernisation and Performance to authorise payments in line with the methodology and due diligence set out in Confidential Appendix 2.
- iii) Agree in principle to the proposal for GLL to acquire energy either directly or indirectly through the Crown Commercial Service and to delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Culture and Leisure and the Cabinet Member for Finance, Modernisation

and Performance, the Section 151 Officer and the Legal Officer to consider all of the implications as set out in this report and in Confidential Appendix 2 and if the proposal is beneficial to the Council and GLL to make such variations as required to the lease and or the contract.

- iv) Agree in principle the proposal to upgrade the energy infrastructure at each leisure centre to provide lower cost renewable energy subject to approval of a Full Business Case being presented back to a future meeting of Cabinet.
- v) Agree in principle to the approach outlined in this report for the modernisation and future operation of Pentwyn Leisure Centre and authorise the preparation of a full business case detailing final costs to be presented back to a future meeting of Cabinet for authority to proceed.

SENIOR RESPONSIBLE OFFICER	Neil Hanratty
	Director of Economic Development 11 October 2022

Appendices

- Confidential Appendix 1: Local Partnership Review
- Confidential Appendix 2: Proposed Relief Payment
- Appendix 3: Pentwyn Leisure Centre plans
- Appendix 4: Pentwyn Leisure Centre delivery programme
- Confidential Appendix 5: Counsel Advice

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

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

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

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

Appendix 3



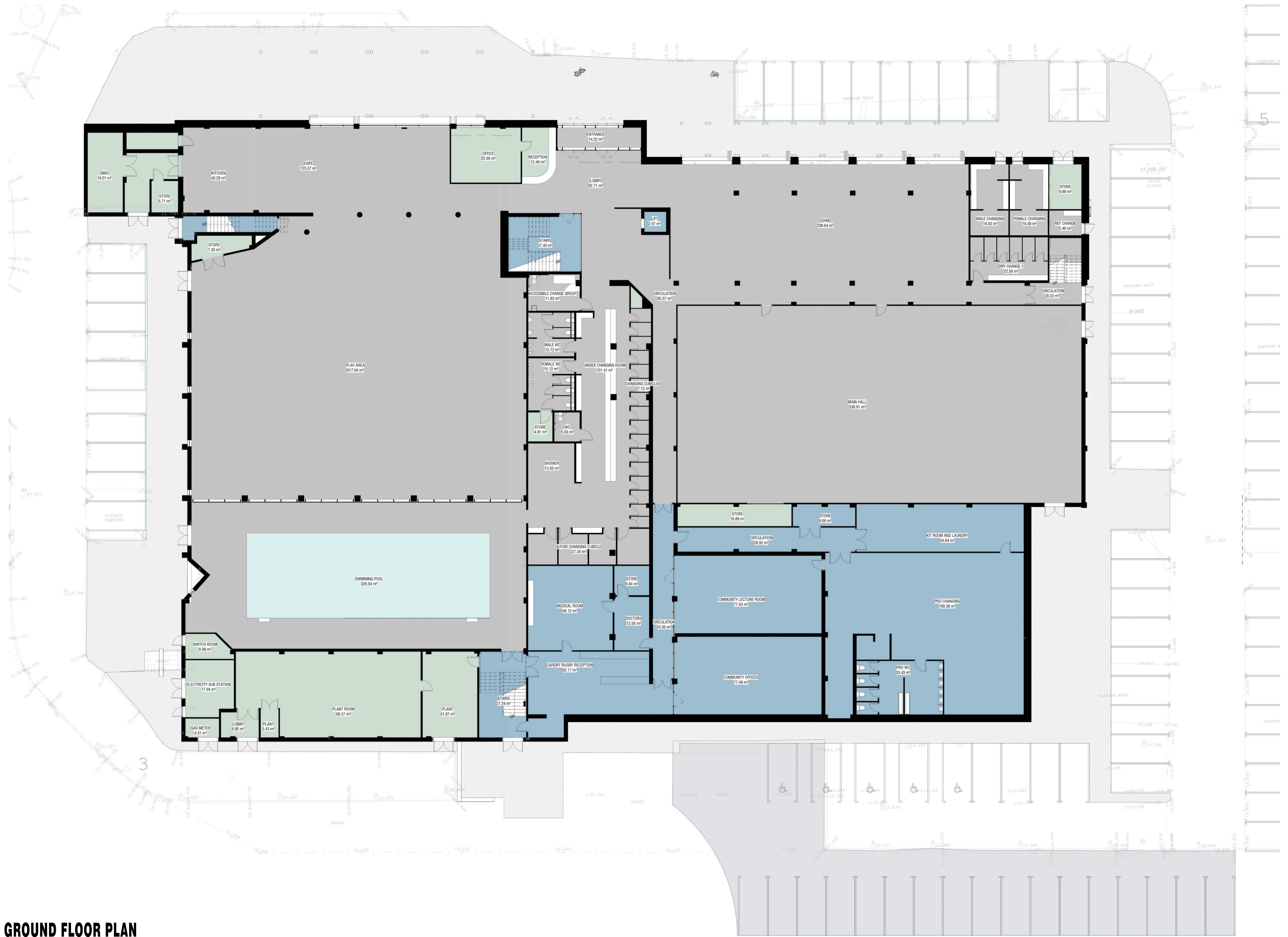
SITE PLAN

PENTWYN LEISURE CENTRE

SUBJECT TO APPROVAL
ALL IMAGES ARE CONCEPT/ NO STATUS

KEY

- 1. Existing Parking
- 2. Parking removed, new public realm and external cafe space
- 3. Existing artificial playing surface
- 4. Covered external spectator area
- 5. New artificial playing surface
- 6. Extended hard landscape for parking
- 7. Grass converted to artificial playing surface
- 8. Existing skateboard park
- 9. New Grass Pro Pitch



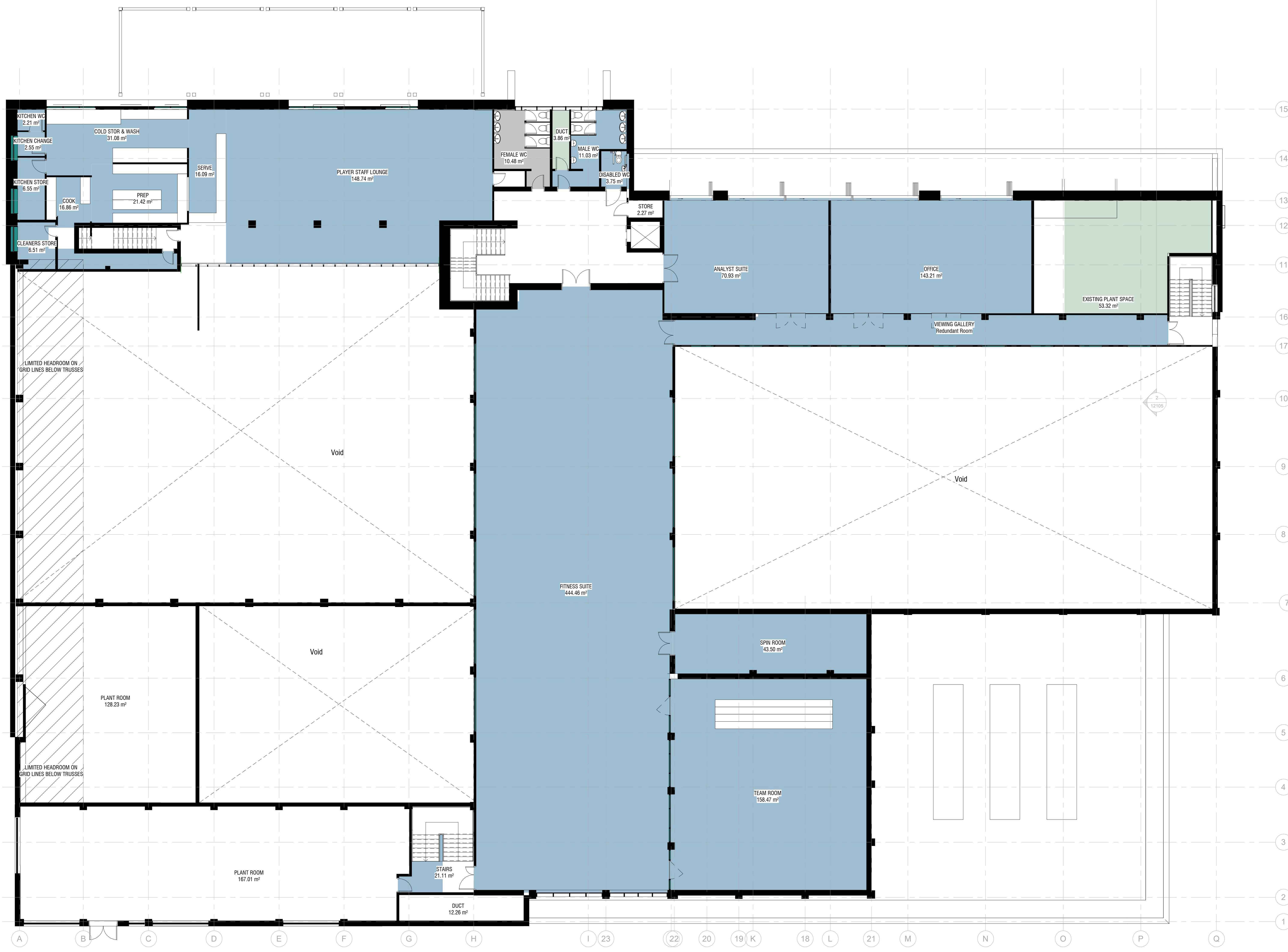
PROPOSED GROUND FLOOR PLAN

PENTWYN LEISURE CENTRE

SUBJECT TO APPROVAL
ALL IMAGES ARE CONCEPT/ NO STATUS

KEY

- Cardiff Rugby
- Community
- Operator



Tudalen 134

7	Stage 2 Issue	17/08/22	KV	EB
6	Issued following client engagement	11/03/22	EB	
5	Layout Updated for Comment	18/03/22	EB	
4	Layout Updated for Comment	31/01/22	EB	
3	Hydrotherapy pool added	13/09/21	SU	NM/O
2	Updated Pool Layout	30/07/21	SU	NM/O
1	Issued for comment	17/05/21	SU	NM/O

Revision Description Date Drawn Checked

SCOTT BROWN RIGG

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 Greyfriars Road Cardiff CF10 3AF
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 www.scottbrownrigg.com

Client's Name
CARDIFF COUNCIL



Job Title
PROJECT BLUE

Drawing Title
FIRST FLOOR PLAN PLAN - PROPOSED

Scale
1 : 100 @A0

Project No: 19143-SBR-ZZ-01-DR-A-10101

Issue No: S4 - FOR STAGE APPROVAL

PENTWYN LEISURE CENTRE - MASTER PRE-START PROGRAMME

Month				May-22					Jun-22					Jul-22					Aug-22					Sep-22					Oct-22					Nov-22					Dec-22					Jan-23					Feb-23					Mar-23					Apr-23					May-23				
Week Commencing				2	9	16	23	30	6	13	20	27	4	11	18	25	1	8	15	22	29	5	12	19	26	3	10	17	24	31	7	14	21	28	5	12	19	26	2	9	16	23	30	6	13	20	27	6	13	20	27	3	10	17	24	1	8	15	22	29								
				W/C	W/C	Weeks																																																														
1	DESIGN	17-Jan-22	27-Feb-23	57																																																																
1.A	Design Team Appointments	17-Jan-22	26-Sep-22	37	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37																																										
1.C	RIBA Stage 1 & 2																																																																			
1.C.1	Client Direction on Pool size and setting out	04-Jul-22	04-Jul-22	1																									1																																							
1.C.2	Outstanding Tasks	14-Feb-22	05-Sep-22	30	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30																																													
1.C.3	Stage 2 Cost Plan & Report	12-Sep-22	19-Sep-22	2																									1	2																																						
1.C.4	Client Review / Approval - Agree Brief & Scope	26-Sep-22	26-Sep-22	1																									1																																							
1.D	RIBA Stage 3 - Developed Design																																																																			
1.D.1	Works to the Build - all required disciplines	03-Oct-22	21-Nov-22	8																									1	2	3	4	5	6	7	8																																
1.D.2	Pitches & External Facilities	03-Oct-22	21-Nov-22	8																									1	2	3	4	5	6	7	8																																
1.D.3	Client Review / Approval	31-Oct-22	28-Nov-22	6																									1	1																																						
1.E	RIBA Stage 4 - Technical Design																																																																			
1.E.1	Works to the Build - all required disciplines	05-Dec-22	20-Feb-23	10																									1	2						3	4	5	6	7	8	9	10																									
1.E.2	Pitches & External Facilities	05-Dec-22	20-Feb-23	10																									1	2						3	4	5	6	7	8	9	10																									
1.E.3	Client Review / Approval	23-Jan-23	27-Feb-23	6																									1	1																																						
2	REPORTS & SURVEYS	07-Feb-22	31-Oct-22	39																																																																
2.A	The Building - see separate programme)	07-Feb-22	27-Jun-22	21	13	14	15	16	17	18	19	20	21																																																							
2.B	The Pitches - see separate programme) - req. TBC	07-Feb-22	31-Oct-22	39	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39																																					
	PLANNING	12-Sep-22	01-May-23	41																																																																
3.A	Pre-application (Building & Pitches)																																																																			
3.A.1	Preparation / PAC Consultation / etc	12-Sep-22	17-Oct-22	6																									1	2	3	4	5	6																																		
3.A.2	Submission	17-Oct-22	17-Oct-22	1																									1																																							
3.A.3	PAC Consultation Period	24-Oct-22	14-Nov-22	4																									1	2	3	4																																				
3.A.4	PAC Report etc	07-Nov-22	21-Nov-22	3																									1	2	3																																					
3.B	EIA Screening Option																																																																			
3.B.1	Preparation	12-Sep-22	17-Oct-22	6																									1	2	3	4	5	6																																		
3.B.2	Submission	17-Oct-22	17-Oct-22	1																									1																																							
3.B.3	Determination	24-Oct-22	14-Nov-22	4																									1	2	3	4																																				
3.C	Full application (Building & Pitches)																																																																			
3.C.1	Preparation	14-Nov-22	02-Jan-23	6																									1	2	3	4	5						6																													
3.C.2	Submission	02-Jan-23	02-Jan-23	1																									1																																							
3.C.3	Statutory Period (delegated powers)	09-Jan-23	27-Feb-23	8																									1	2	3	4	5	6	7	8																																
3.C.4	Decision	06-Mar-23	06-Mar-23	1																									1																																							
3.C.5	Prepare Precommencement conditions	27-Feb-23	20-Mar-23	4																									1	2	3	4																																				
3.C.6	Submit precommencement condition info	20-Mar-23	20-Mar-23	1																									1																																							
3.C.7	Prepare Precommencement conditions discharge	27-Mar-23	01-May-23	6																									1	2	3	4	5	6																																		
3.D	Judicial Review (TBC)	27-Mar-23	01-May-23	6																									1	2	3	4	5	6																																		
3.E	SAB Application (running inline with pitch planning)	08-Aug-22	06-Mar-23	29	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29																																			
4	BUSINESS CASE & CABINET APPROVAL	TBC	TBC	TBC																																																																
4.A	Prepare Cabinet Report	TBC	TBC	TBC																																																																
4.B	Cabinet Meeting	TBC	TBC	TBC																																																																
4.C	Prepare Cabinet Report	TBC	TBC	TBC																																																																
4.D	Cabinet Meeting	TBC	TBC	TBC																																																																
4.E	Apportionment of Site	TBC	TBC	TBC																																																																

CHRISTMAS SHUTDOWN

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

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

CYNGOR CAERDYDD
CARDIFF COUNCIL

ECONOMY & CULTURE SCRUTINY COMMITTEE

17 OCTOBER 2022

**LLANRUMNEY REGENERATION SCHEME UPDATE: PRE-DECISION
SCRUTINY**

Appendices 2 - 4 of the Cabinet Report, Appendix A, and Appendix B are not for publication as they contain exempt information of the description contained in paragraph 14 and paragraph 16 of Part 4 and paragraph 21 of Part 5 of Schedule 12A of the Local Government Act 1972. It is viewed that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Purpose of the Report

1. To give Members background information to aid the scrutiny of the draft report to Cabinet regarding the Llanrumney Regeneration Scheme update, which is due to be considered by Cabinet at their meeting on 20 October 2022.
2. Members should note that **Appendices 2 - 4 inclusive** of the Cabinet report, at **Appendix A, and Appendix B** are exempt from publication. Members are requested to keep this information confidential, in line with their responsibilities as set out in the Members Code of Conduct and the Cardiff Undertaking for Councillors.

Scope of Scrutiny

3. At their meeting on 20 October 2022, the Cabinet will consider a report that requests authority be delegated to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Legal Officer to:
 - i) progress the disposal of 3 parcels of land, and
 - ii) enter legal contracts for the delivery of a new road link and bridge.

4. The report to Cabinet also provides an update on progress with the proposed logistics centre, residential schemes, and outdoor sports complex, which form part of the Llanrumney Regeneration Scheme.
5. During this scrutiny, Members have the opportunity to explore:
 - i) The reasons Council contributions are now required to progress the new road link and bridge
 - ii) The use of s106 monies for the new road link and bridge active travel costs
 - iii) The anticipated capital receipts for the Ball Road and Ball Lane sites and the proposed use of these
 - iv) The sequencing of disposal of the three parcels of land
 - v) The financial implications for the Council
 - vi) Whether there are any risks to the Council
 - vii) The timeline and next steps for delivery
 - viii) The recommendations to Cabinet.

Structure of the meeting

6. The Chair will move that this item be considered in two parts: an open session, where Members will be able to ask questions on the issues and papers that are in the public domain; and a closed session, where members of the public will be excluded, where Members can ask questions that pertain to **Appendices 2-4 inclusive**.
7. Members will hear from Councillor Russell Goodway (Cabinet Member – Investment and Development), Neil Hanratty (Director of Economic Development), Chris Barnett (Operational Manager – Major Projects), and Eirian Jones (Operational Manager – Strategic Estates), who will give a presentation and be available to answer Members questions.
8. Members will then be able to decide what comments, observations or recommendations they wish to pass on to the Cabinet for their consideration prior to making their decisions.

Background

9. In October 2019, Cabinet approved the Cardiff East Industrial Strategy, which prioritised transport improvements, including a new bridge and road linking Llanrumney with the A48, as key to attract investment and enable local communities to gain access to employment. In December 2019, Cabinet approved the Llanrumney Development Strategy, which included proposals to deliver the new road link and bridge on a self-financing basis via capital receipts received from selling parcels of land for employment and residential use. In addition, Cabinet agreed the principle of a capital contribution, from these land disposals, towards delivery of a new outdoor sports complex off Mendip Road, Llanrumney, to be delivered in partnership with Cardiff University and Cardiff City Football Club. The three parcels of land proposed for disposal were:

- i) Park & Ride scheme site at A48 junction at Pentwyn
- ii) Land adjacent to Ball Road and fronting Llanrumney Hall
- iii) Land off Ball Road.

10. In December 2019, Cabinet agreed to appoint agents to market the three sites for Expressions of Interest. In November 2020, Cabinet delegated authority to appoint developers and dispose of the Park & Ride scheme site at A48 junction at Pentwyn, and to undertake statutory consultation in relation to the Ball Road site. The Council has appointed Curtis Hall as the approved developers for the Park & Ride scheme site, which is to become a new logistics development, and Edenstone as developer of the residential schemes for Ball Road and Ball Lane.

Issues identified in the Cabinet Report

11. The draft report to Cabinet entitled '*Llanrumney Regeneration Scheme Update*' is attached at **Appendix A** and has **5** appendices:

- **Appendix 1** – Site Plan and Masterplan
- **Confidential Appendix 2** – Update Report from Curtis Hall
- **Confidential Appendix 3** – Surveyors Letter
- **Confidential Appendix 4** – Financial Summary
- **Appendix 5** – Outdoor Sports Complex

12. At **points 5-9**, the report to Cabinet sets out that the land value, of the park & Ride scheme site at A48 junction at Pentwyn, is no longer sufficient to meet the full cost of delivering the new road link and bridge due to:
- i) the area of land potentially acceptable for development has reduced from an estimated 17 acres to an estimated 14.5 acres, thus reducing the development value of the site
 - ii) increased cost inflation in the construction sector, and
 - iii) the local planning authority seeking to widen the bridge to enable pedestrian and cycling provision, with a consequent increased cost.
13. **Points 10-11** set out that Curtis Hall's development proposal is at **Confidential Appendix 2**, with an independent external valuation at **Confidential Appendix 3**.
14. **Points 12-16** set out that the Council will need to contribute towards the cost of delivering the new road link and bridge, with a capped amount as set out in **Confidential Appendix 4**. They also highlight that the capital receipts from Ball Road and Ball Lane will mostly go towards meeting the Council's contribution towards the new outdoor sports complex, with the remainder going towards the cost of delivering the new road link and bridge. In addition, s106 contributions will be used to meet the costs associated with the enhanced specification for active travel on the new road link and bridge. The developer is to meet any further increases in costs over and above the capped amount.
15. **Point 17** states it is anticipated a planning application will be submitted in the first quarter 2023 for the Ball Road and Ball Lane residential schemes.
16. **Point 18** states that **Appendix 5** provides up to date images for the Outdoor Sports Complex, with the Council's contribution being progressed as a grant payment.
17. The **Financial Implications** are set out at **Points 21 - 26** and include:
- i) The detailed survey of the proposed bridge connection has resulted in increased delivery costs, which have been verified by an independent advisor, as set out in **Confidential Appendix 3**

- ii) Delivery costs are proposed to be funded by a mixture of s106 funds and capital receipts from land disposals. The delivery of the bridge will be a s106 obligation on the developer. The Council's contribution will be capped at the value set out in **Confidential Appendix 4**
- iii) This scheme maintains a risk of affordability to the Council until planning permission is granted, s106 agreements in place and receipts from disposals secured
- iv) Careful consideration must be given to the tax, VAT and procurement implications of proposals as they are finalised, with further specialist advice recommended prior to finalising contracts
- v) The Council's contribution towards the outdoor sports complex at Mendip Road, Llanrumney, to be funded from future capital receipts from ringfenced land disposals, is due to be paid before the capital receipts are realised, meaning there is a short-term funding risk to the Council.

18. **Legal Implications** are set out in **Points 27-37** and include:

- i) The need to obtain and have regard to the advice from the Council's valuer
- ii) That it is anticipated that a further report will need to be considered by Cabinet, or if delegated the Director of Economic Development, setting out specific details of the amount and type of assistance to be provided to the developer upon which specific legal implications can be provided at that time
- iii) Equalities, Welsh Language and Wellbeing of Future Generations duties, and
- iv) The need for the decision maker to be satisfied that the proposal is within the Policy and Budget framework.

19. **Point 38** states there are no HR implications, and **Property Implications** are outlined in the body of the report, as stated at **Point 39** of **Appendix A**.

Proposed Recommendations to Cabinet

20. The report to Cabinet contains the following recommendations:

- 1) *Note progress on the delivery of the Llanrumney Regeneration Scheme.*
- 2) *Delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Legal Officer to:*
 - i. *progress the disposal of the 3 parcels of land in the sequence set out in this report.*
 - ii. *enter legal contracts for the delivery of the new road link and bridge subject to an independent valuation, the capped contribution set out in Confidential Appendix 4, and the funding being available as anticipated in this report and set out in Confidential Appendix 4.*

Previous Scrutiny

21. In **December 2019**, this Committee undertook pre-decision scrutiny of the report to Cabinet on Llanrumney Development, following scrutiny in October 2019 of the report to Cabinet on the Cardiff East Industrial Strategy. Much of this scrutiny was in closed session as it dealt with confidential information. Following scrutiny, the Chair, Councillor Nigel Howells, wrote a confidential letter to Councillor Russell Goodway, Cabinet Member –Investment and Development and received a confidential response. These letters are attached in **Confidential Appendix B**.

22. In **November 2020**, this Committee undertook pre-decision scrutiny of the report to Cabinet on the next steps in the Llanrumney development. Following scrutiny, the Chair, Councillor Nigel Howells, wrote to Councillor Russell Goodway, Cabinet Member –Investment and Development. This letter is attached at **Appendix C**.

23. In **May 2021**, this Committee undertook pre-decision scrutiny of the report to Cabinet on the next steps in the Llanrumney development. Following scrutiny, the Chair, Councillor Nigel Howells, wrote to Councillor Russell Goodway, Cabinet Member –Investment and Development. This letter is attached at **Appendix C**.

Way Forward

24. Councillor Russell Goodway (Cabinet Member – Investment and Development) will be invited to make a statement. Neil Hanratty (Director of Economic Development), Chris Barnett (Operational Manager – Major Projects), and Eirian Jones (Operational Manager – Strategic Estates) will give a presentation and be available to answer Members questions.
25. All Members are reminded of the need to maintain confidentiality regarding the information provided in **Appendices 2 – 4 inclusive** of the Cabinet Report at **Appendix A and Appendix B**. Members will be invited to agree the meeting go into closed session to enable discussion of this information.

Legal 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 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

27. 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 October 2022, and
- iii) Decide the way forward for any future scrutiny of the issues discussed.

DAVINA FIORE

Director of Governance & Legal Services

11 October 2022

LLANRUMNEY REGENERATION SCHEME UPDATE

**INVESTMENT & DEVELOPMENT (COUNCILLOR RUSSELL
GOODWAY)**

AGENDA ITEM:

Appendices 2 - 4 of this report are not for publication as they contain exempt information of the description contained in paragraphs 14, 16 and 21 of Schedule 12A of the Local Government Act 1972.

Reason for this Report

1. To provide an update on the Llanrumney Regeneration Scheme including an outline of the developer's proposal for the delivery of a new road link and bridge connecting the A48 to the Llanrumney ward.

Background

2. In December 2019, Cabinet approved the development strategy for the Llanrumney Regeneration Scheme which included the delivery of a new road link and bridge between the A48 and the Llanrumney ward. The masterplan for the scheme is attached at Appendix 1.
3. At the same meeting authority was granted for three parcels of land to be promoted for disposal and Cabinet agreed to the principal of the land receipts being ring-fenced to support delivery of the new road link and bridge and a new outdoor sports complex off Mendip Road to be delivered in partnership with Cardiff University and Cardiff City FC.
4. In November 2020, Cabinet considered the outcome of the marketing testing exercise for the three land parcels and delegated authority to appoint developers and to complete the disposal of the main site adjacent to the A48 (illustrated by the site plan at Appendix 1). Authority was also granted to undertake a statutory consultation process in relation to the Ball Road site (also illustrated by the site plan at Appendix 1). The intention is to complete the disposal of the Ball Road and Ball Lane sites once planning permission has been granted for the development on the main site adjacent to the A48 and the new road link and bridge has been secured.

Issues

5. The delivery of the new road link and bridge relies primarily on the development value that can be extracted from the land adjacent to the A48. The developer has completed the numerous surveys required to inform a planning application including significant flood modelling, ecological surveys and profiling of the road and bridge crossing the river Rhumney. This has identified the area of land that is potentially acceptable for development, subject to planning. The site has also had to take account of the emerging TAN 15 policy.
6. In order to comply with policy and to retain all of the ancient woodland in and around the site, the net developable area has been reduced from an estimated 17 acres to c14.5 acres. This has significantly reduced the development value of the site.
7. At the same time there has been excessive build cost inflation across the construction sector that has seen costs in some areas of construction increase by up to 40%.
8. Discussions with the Local Planning Authority has identified an opportunity to divert proposed cycle routes across the bridge. This requires the bridge to be widened to a width of circa 11.3m giving a significant pedestrian and cycling provision but also a significant additional cost.
9. As a consequence of the issues outlined above, i.e. less land for development, increased construction costs and enhanced bridge specification, the land value of the site is no longer sufficient to meet the full cost of delivering the new road link and bridge.

Logistics Development

10. Curtis Hall is the appointed developer of the new logistics development on the site adjacent to the A48. Confidential Appendix 2 sets out their development proposal for the site taking account of the planning and site constraints identified following the detailed survey work.
11. The Council has subsequently appointed independent external valuers to review and value the development scheme. An updated land valuation is attached at Confidential Appendix 3.

New Road Link and Bridge

12. The costs of the new road link and bridge are set out in Confidential Appendix 2. Given the shortfall between the value of the land adjacent to the A48 and the cost of the upgraded bridge, delivery of the bridge will require a contribution from the Council.
13. The anticipated receipt from the disposal of the two remaining sites that make up the Llanrumney Regeneration Scheme (land at Ball Road and land at Ball Lane) is set out at Confidential Appendix 4.

14. Confidential Appendix 4 also sets out the level of contribution required to support delivery of the new outdoor sports complex which is already committed.
15. The proposal is for the Council to meet the funding gap from two sources as set out in Confidential Appendix 4. Firstly, there is a residual amount of capital receipt from the disposal of the Ball Road and Ball Lane sites following the deduction of the Council's contribution towards the new outdoor sports complex. The costs associated with the enhanced specification for active travel will be met from s106 contributions from already approved nearby residential developments in north Cardiff. The overall Council contribution will be capped as set out in Confidential Appendix 4.
16. The final cost of the new road link and bridge will not be confirmed until a planning permission has been granted and a related s106 agreement is signed. The developer will be responsible for any further increases in costs over and above the capped amount set out in Confidential Appendix 4.

Ball Road and Ball Lane

17. Edenstone has been appointed as the developer of the residential schemes for Ball Road and Ball Lane. The development of these sites has always been dependent on delivery of the new road link and bridge. The Council is currently close to completing contracts with Edenstone on a subject to planning basis. To date Edenstone has developed their proposal to RIBA Stage 2 and have commenced pre-application discussions with the Local Planning Authority. It is anticipated that a planning application will be submitted in the first quarter of 2023.

Outdoor Sports Complex

18. Good progress has been made with the delivery of the Outdoor Sports Complex off Mendip Road in partnership with Cardiff university and Cardiff City FC. Appendix 5 provides up to date images of the progress to date. The Council's contribution to the development is being progressed as a grant payment authorised through normal delegated procedures.

Local Member consultation

19. Local Ward members are updated on the progress of the development.

Reason for Recommendations

20. To provide an update on the Llanrumney Regeneration Scheme and to outline the funding package for the new road link and bridge.

Financial Implications

21. This report updates Cabinet on the financial position of the project, noting the revised budget and funding arrangements required for delivery of new road and bridge connection between Llanrumney and A48, as well as confirming the capital contribution to be provided towards the delivery of the new Outdoor Sports Complex at Mendip Road, Llanrumney.
22. The increased delivery costs of the bridge following the detailed survey works, outlined within issues section above, have resulted in a potential shortfall of funding to deliver the proposal against the planning requirements. Details of the revised funding proposals are set out within the financial summary in **Confidential Appendix 4**, including monies from disposal strategy and budgets allocated from applicable s106 agreements. However, until such development is approved, planning application is approved, s106 entered and receipts from disposals are secured, then this scheme still maintains a risk of affordability to the Council.
23. An independent advisors note, attached at **Confidential Appendix 3**, verifies the values set out within developers' proposal (**Confidential Appendix 2**) at the current time. The final contribution required though will not be confirmed until Planning Application has been approved and the s106 agreement is entered into. A further independent surveyor's report will be required at this point to demonstrate value for money of the proposals as well as to validate Council contribution prior to transaction being completed.
24. However, it is understood the delivery of the bridge will be a s106 obligation for the developer to undertake to an adoptable standard. The terms of the s106 will be drawn up at the time a decision is approved, and the grant of planning permission is subject to that agreement being entered into. However, the Council's contribution will be capped at the value set out within **Confidential Appendix 4**.
25. Therefore, careful consideration must be given to the Tax, VAT and Procurement implications of these proposals as they are finalised, particularly given the nature of the proposed transactions both to the Council and to the developer. It is recommended the directorate seek further specialist advice in these areas in order for Cabinet to be assured the structure of the deal protects the Council before finalising any contracts.
26. The Council's grant/capital contribution towards outdoor sports complex at Mendip Road, Llanrumney is due to be funded from future capital receipts due to be received from ringfenced land disposals at Ball Lane and Ball Road. However, the grant is due to be paid in advance of the capital receipts being realised representing a short-term funding risk to the Council, particularly in the event of a failure to realise capital receipts from the proposed land disposals in a timely manner. Cabinet needs to be assured that the grant agreement noted in the November 2020

Cabinet Report sets out the terms and conditions, the use of the grant and the drawdown mechanism sufficiently protects the Council

Legal Implications

27. The Council is required to obtain best value in relation to disposals of land pursuant to s.123 of the Local Government Act 1972 and should have regard to the advice of its valuer in relation to any adjustment to the values as a result of the issues raised in the report
28. This report provides an update regarding the disposals of land at Llanrumney referred to in the report and highlights the potential for the Council to provide financial assistance to the developer should the development prove to be unviable. It is anticipated that a further report will need to be considered by Cabinet [or if delegated the Director of Economic Development] setting out specific details of the amount and type of assistance to be provided upon which specific legal implications can be provided at that time.

Equalities & Welsh Language

29. 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.
30. 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.
31. An Equalities Impact Assessment aims 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.
32. 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

33. 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.
34. 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.
35. 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
36. 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

37. 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.

HR Implications

38. There are no HR implication associated with this report.

Property Implications

39. This report has been prepared by the estates team and all implications are outlined in the body of the report.

RECOMMENDATIONS

Cabinet is recommended to:

- 1) Note progress on the delivery of the Llanrumney Regeneration Scheme.
- 2) Delegate authority to the Director of Economic Development in consultation with the Cabinet Member for Investment and Development, the Section 151 Officer and the Legal Officer to:
 - i) progress the disposal of the 3 parcels of land in the sequence set out in this report.
 - ii) enter legal contracts for the delivery of the new road link and bridge subject to an independent valuation, the capped contribution set out in Confidential Appendix 4, and the funding being available as anticipated in this report and set out in Confidential Appendix 4.

SENIOR RESPONSIBLE OFFICER	NEIL HANRATTY
	Director Economic Development 11 October 2022

The following appendices are attached

- Appendix 1 - Site Plan and Masterplan
- Confidential Appendix 2 - Update report from Curtis Hall
- Confidential Appendix 3 - Surveyors Letter
- Confidential Appendix 4 - Financial Summary
- Appendix 5 - Outdoor Sports Complex

Mae'r dudalen hon yn wag yn fwriadol

Llanrumney

Illustrative Masterplan

- 1 Reconfigured Park and Ride, including a deck car park.
- 2 New bus interchange (indicative position and layout).
- 3 Indicative development positioned between trees on a new access road which is aligned to the pylon path. Some of the trees are effected by a TPO and would need to be carefully justified. The site is also subject to an LDP policy limiting impact of development on the character of the river valley.
- 4 Potential supermarket site, with parking on the roof.
- 5 Site for a potential petrol station or other commercial uses.
- 6 Protected tree corridor and retained path to Pentwyn.
- 7 Strong river corridor with compensatory planting, containing improved shared footpaths and cycle routes.
- 8 New bridge between the A48 and Llanrumney, with managed access (a bus gate) at peak times.
- 9 Relocate Llanrumney Rugby Club and build a new club house/changing rooms.
- 10 Llanrumney High School redevelopment (indicative number and layout).
- 11 Scope to redevelop land to the north of the new link road. (Indicative number and layout)
- 12 Higher density development at the main junction with scope for some retail uses.
- 13 New foot and cycle bridge connecting through a rationalised school grounds.
- 14 New residential development potential adjacent to Llanrumney Hall (indicative number and layout).



No Status Version 26.11.2018

This plan has been prepared to illustrate a potential development option for the area. This does not represent the formal view of the local planning authority regarding the likelihood of obtaining planning consent, and is prepared without prejudice to the consideration of any formal planning applications which would be considered on their merits, having regard to relevant legislation, national and local planning policy and all relevant material planning considerations. For all major developments it is recommended that pre-application advice is sought from the planning authority in advance of any formal submission of a planning application.

Mae'r dudalen hon yn wag yn fwriadol

Yn rhinwedd paragraff (au) 14, 16, 21 Rhan (nau) 4 a 5 o Atodlen 12A
o Ddeddf Llywodraeth Leol 1972.

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

Yn rhinwedd paragraff (au) 14, 16, 21 Rhan (nau) 4 a 5 o Atodlen 12A
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Mae'r ddogfen yn gyfyngedig

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o Ddeddf Llywodraeth Leol 1972.

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol



3097

Llanrumney Sports Complex

Planning Drawings

Planning Brochure Issue 3 – 05.02.2020

- 3097-P-101a Location Plan
- 3097-P-102b Proposed Site Plan
- 3097-P-103b Site Perspectives 1
- 3097-P-104a Site Perspectives 2
- 3097-P-105 Proposed Site Plan Community
- 3097-P-106 Proposed Site Plan CCFC
- 3097-P-107 Proposed Site Plan University
- 3097-P-201c Academy Building Detail Layout
- 3097-P-202c Academy Building Whole Layout
- 3097-P-203b Academy Building Elevations & Section
- 3097-P-204b Academy Building Side Elevations
- 3097-P-205b Academy Building Perspectives
- 3097-P-301a Club House Layout
- 3097-P-302a Club House Elevations
- 3097-P-303a Club House Perspectives



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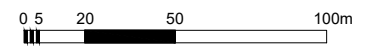
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Llanrumney Sports Complex Location and Existing Layout

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Tudalen 181



COMMUNITY

- 1 Club House Building 310sqm 3400sqft
- 1 Car park with 105 spaces inc 4 dis
- 1 Grass rugby pitch 70m x 110m
- 1 Grass youth football pitch 61m x 96m
- 1 Grass football pitch 68m x 96m
- 11 Grass mini pitches. 5 separate, 2 within youth pitch and 4 within rugby pitch. Generally 36m x 46m but 2 32m x 46m

CCFC

- 1 Academy Building 76m x 43m
- 1 Enclosed 3g pitch with floodlights 68m x 105m with 3.6m run off all around
- 4 Grass football pitches 68m x 105m
- 1 Grass football pitch 64m x 100m

UNIVERSITY

- 1 Enclosed 3g rugby pitch with existing floodlights 68m x 110m with 5m run-off all around
- 1 Enclosed dual purpose 3g pitch with floodlights 70m x 110m with 5m run-off all around
- 1 Enclosed 3g hockey pitch with floodlights 55m x 91.4m with 4m run-off to sides and 5m run-off to ends

PARKING

- 1 Car park with 358 spaces including 10 dis

- Grass
- 3g
- Stoned path
- Footpath
- Parking
- Road
- 3m fence
- 5m fence
- Existing floodlight
- Proposed floodlight
- 192 seater stand in sections
- Overhead cables

1:2500 0 5 20 50 100m

Llanrumney Sports Complex Proposed Layout

3097 P 102b 1:2500 A3 nov 2019

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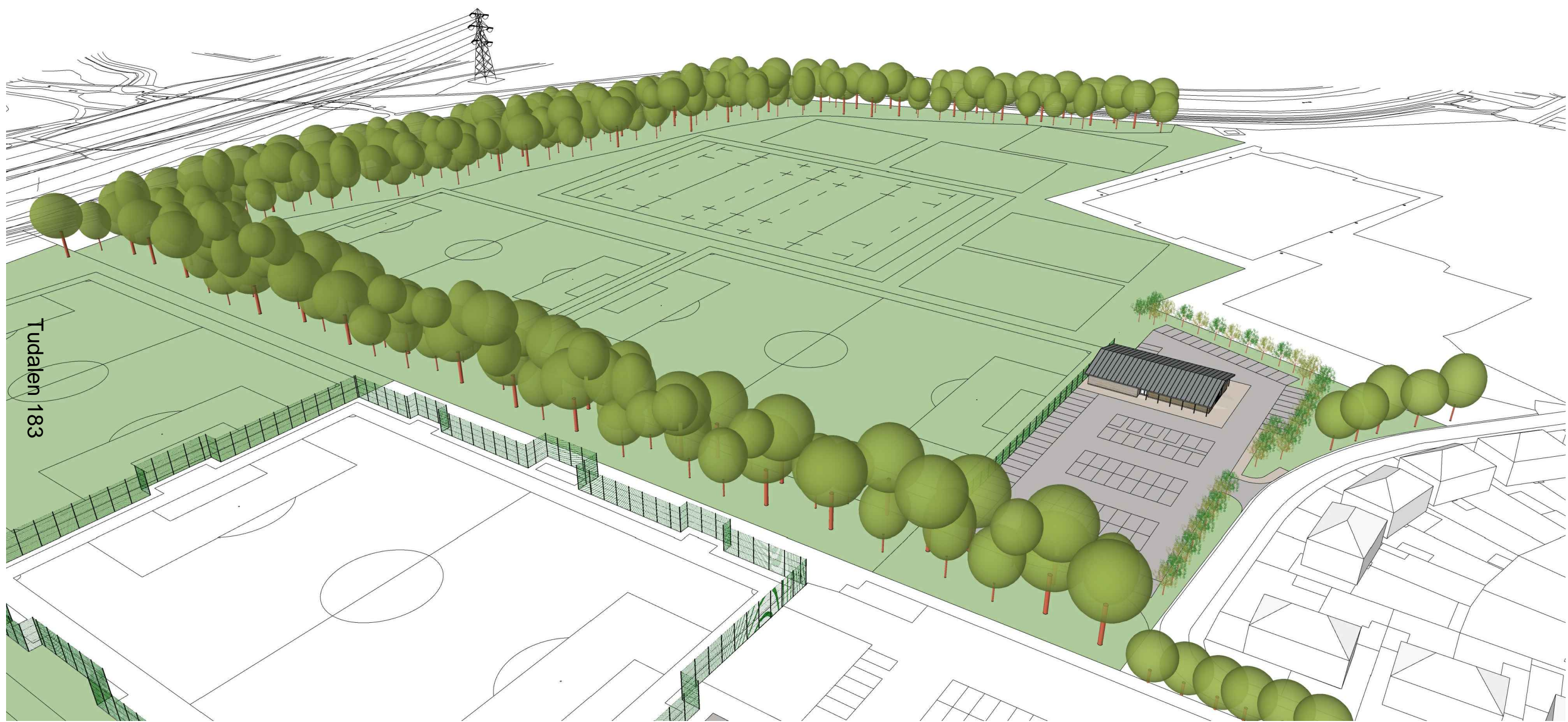
Llanrumney Sports Complex
 Site Perspectives 1

3097 P 103a NTS A3 dec 2019

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Tudalen 183

Llanrumney Sports Complex Site Perspectives 2

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- 1 Grass football pitch 68m x 96m
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UNIVERSITY

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- 1 Enclosed 3g hockey pitch with floodlights 55m x 91.4m with 4m run-off to sides and 5m run-off to ends

PARKING

- 1 Car park with 358 spaces including 10 dis

Tudalen 184

Afon Rhyymni

- Grass
- 3g
- Stoned path
- Footpath
- Parking
- Road
- 3m fence
- 5m fence
- Existing floodlight
- Proposed floodlight
- 192 seater stand in sections
- Overhead cables

1:1250 0 5 10 20 50m



Proposed Layout Community Area

Llanrumney Sports Complex



COMMUNITY

- 1 Club House Building 310sqm 3400sqft
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UNIVERSITY

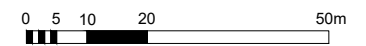
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- 1 Enclosed 3g hockey pitch with floodlights 55m x 91.4m with 4m run-off to sides and 5m run-off to ends

PARKING

- 1 Car park with 358 spaces including 10 dis

- Grass
- 3g
- Stoned path
- Footpath
- Parking
- Road
- 3m fence
- 5m fence
- Existing floodlight
- Proposed floodlight
- 192 seater stand in sections
- Overhead cables

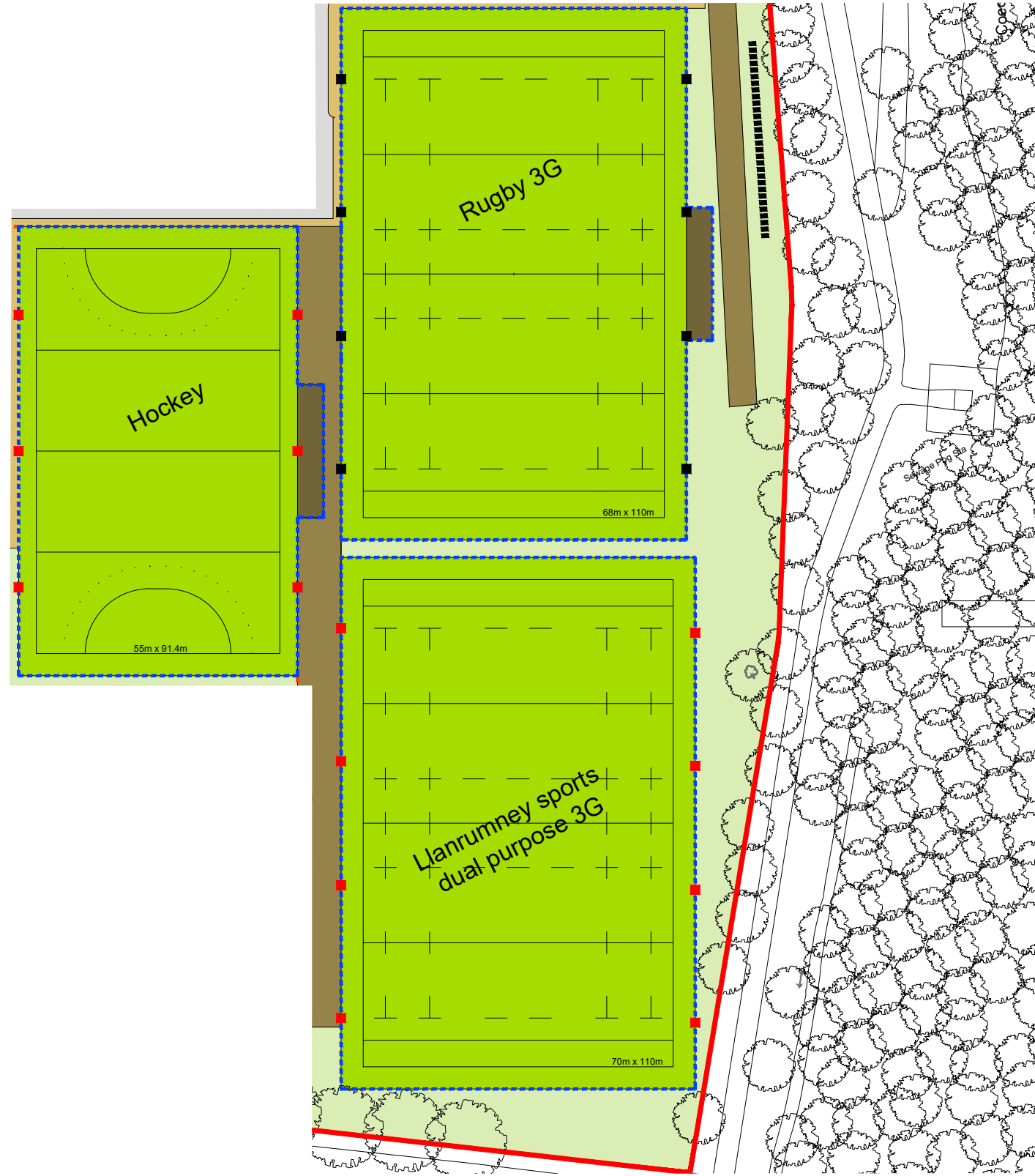
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Llanrumney Sports Complex
Proposed Layout CCFC Area

Tudalen 186

- Grass
- 3g
- Stoned path
- Footpath
- Parking
- Road
- 3m fence
- 5m fence
- Existing floodlight
- Proposed floodlight
- 192 seater stand in sections
- Overhead cables



- COMMUNITY**
- 1 Club House Building 310sqm 3400sqft
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 - 1 Grass football pitch 68m x 96m
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- CCFC**
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- UNIVERSITY**
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 - 1 Enclosed 3g hockey pitch with floodlights 55m x 91.4m with 4m run-off to sides and 5m run-off to ends

- PARKING**
- 1 Car park with 358 spaces including 10 dis

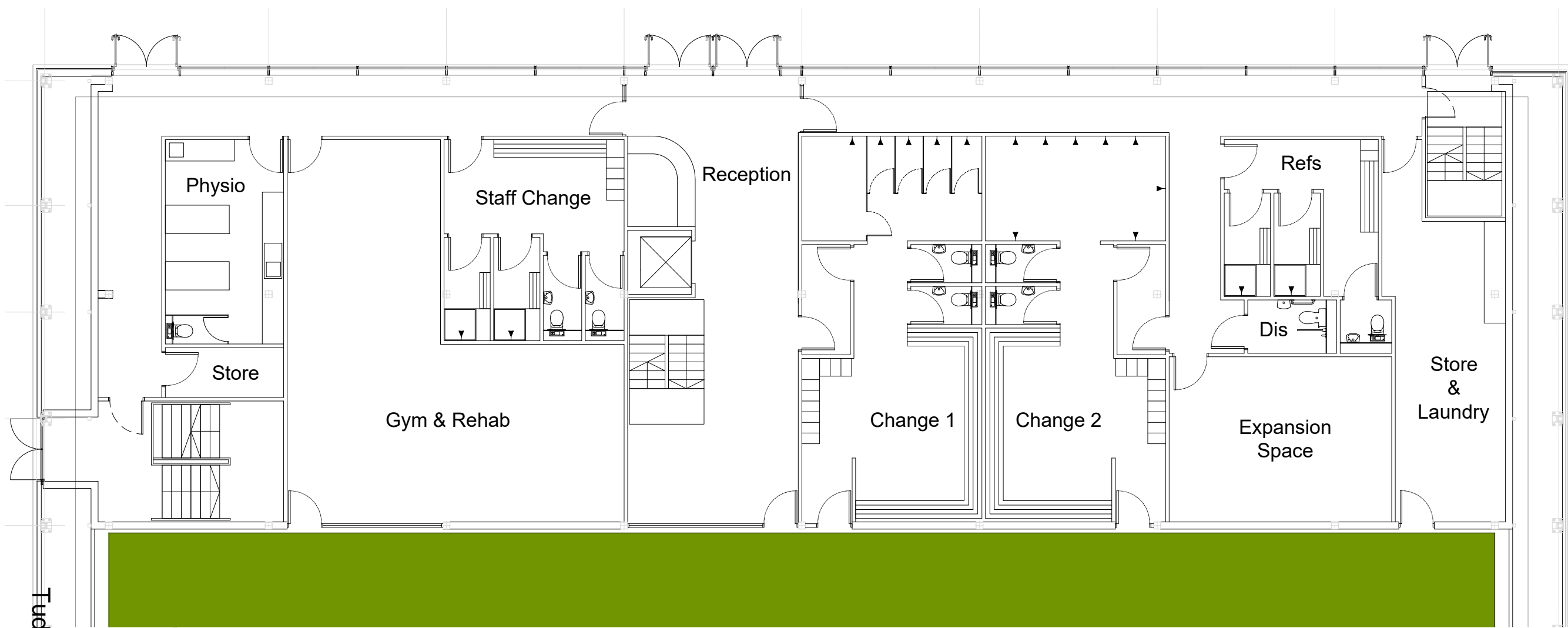
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Llanrumney Sports Complex
Proposed Layout University Area

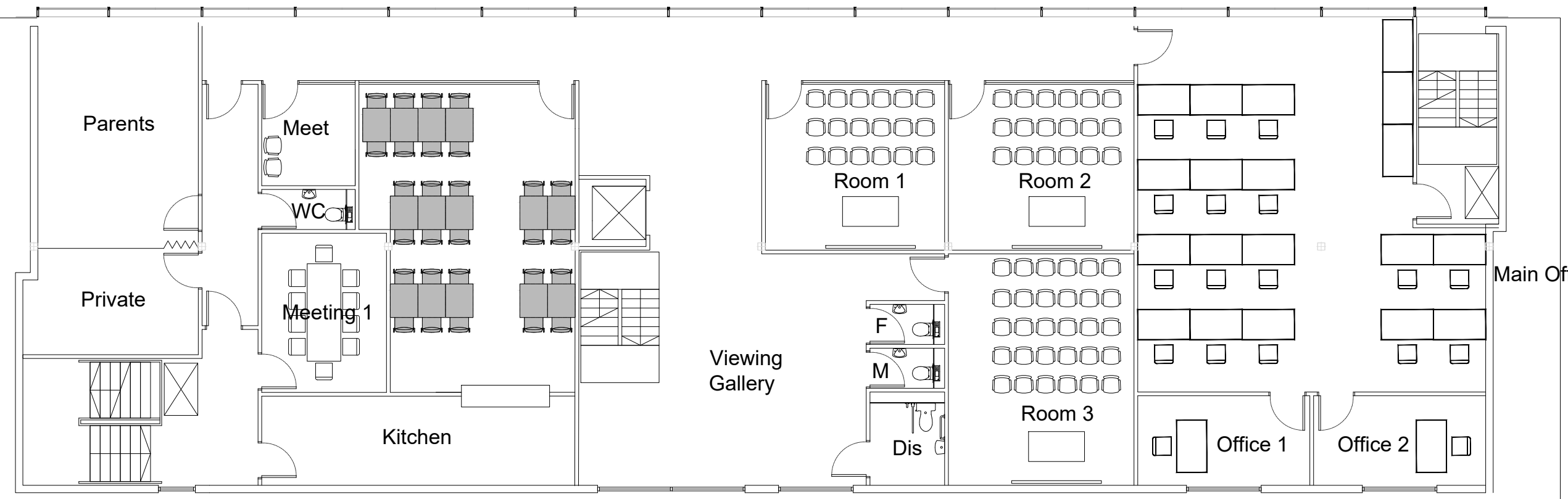
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C	Layout amended	05.02.2020

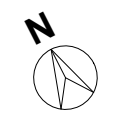
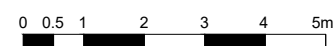


Ground Floor Plan Detail

Tudalen 187



First Floor Plan Detail



Proposed Layout Academy Building Detail

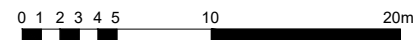
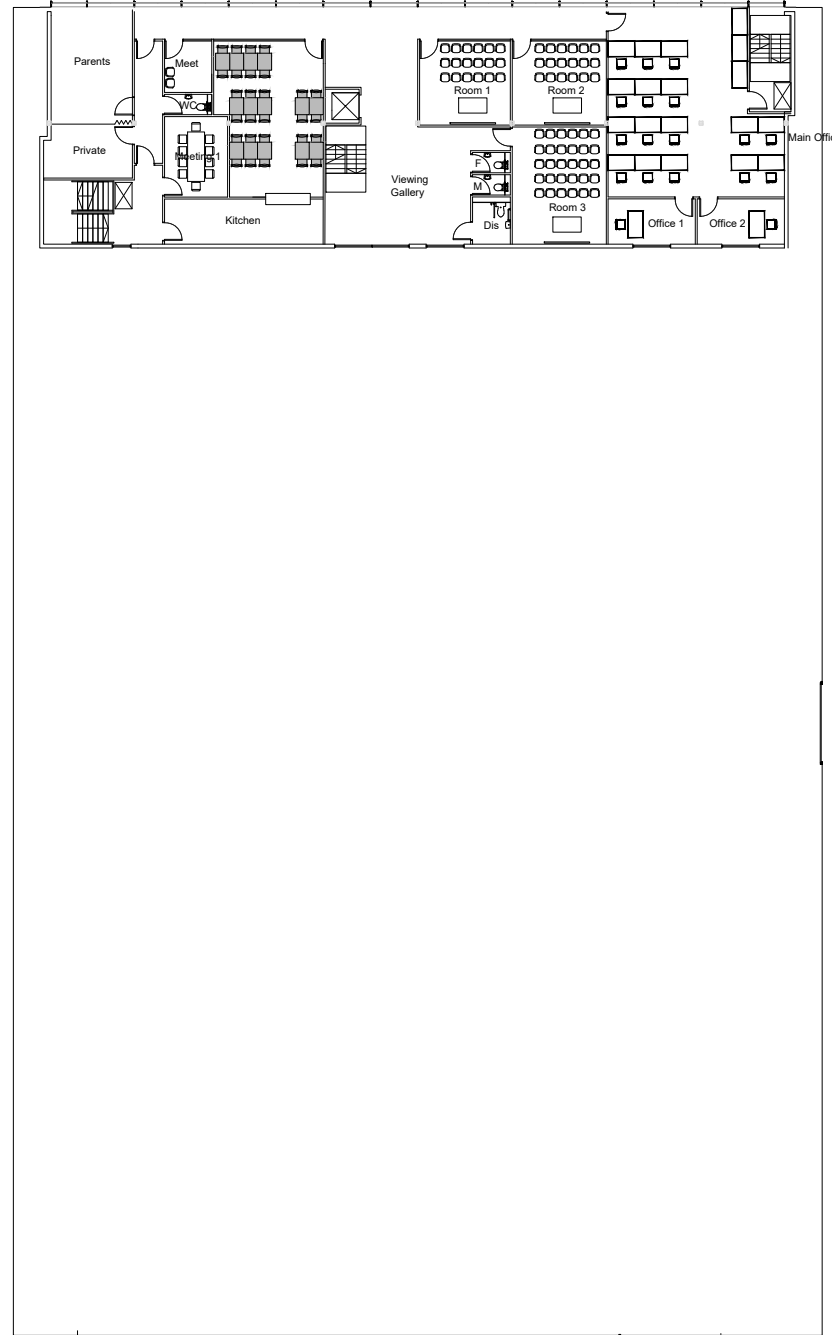
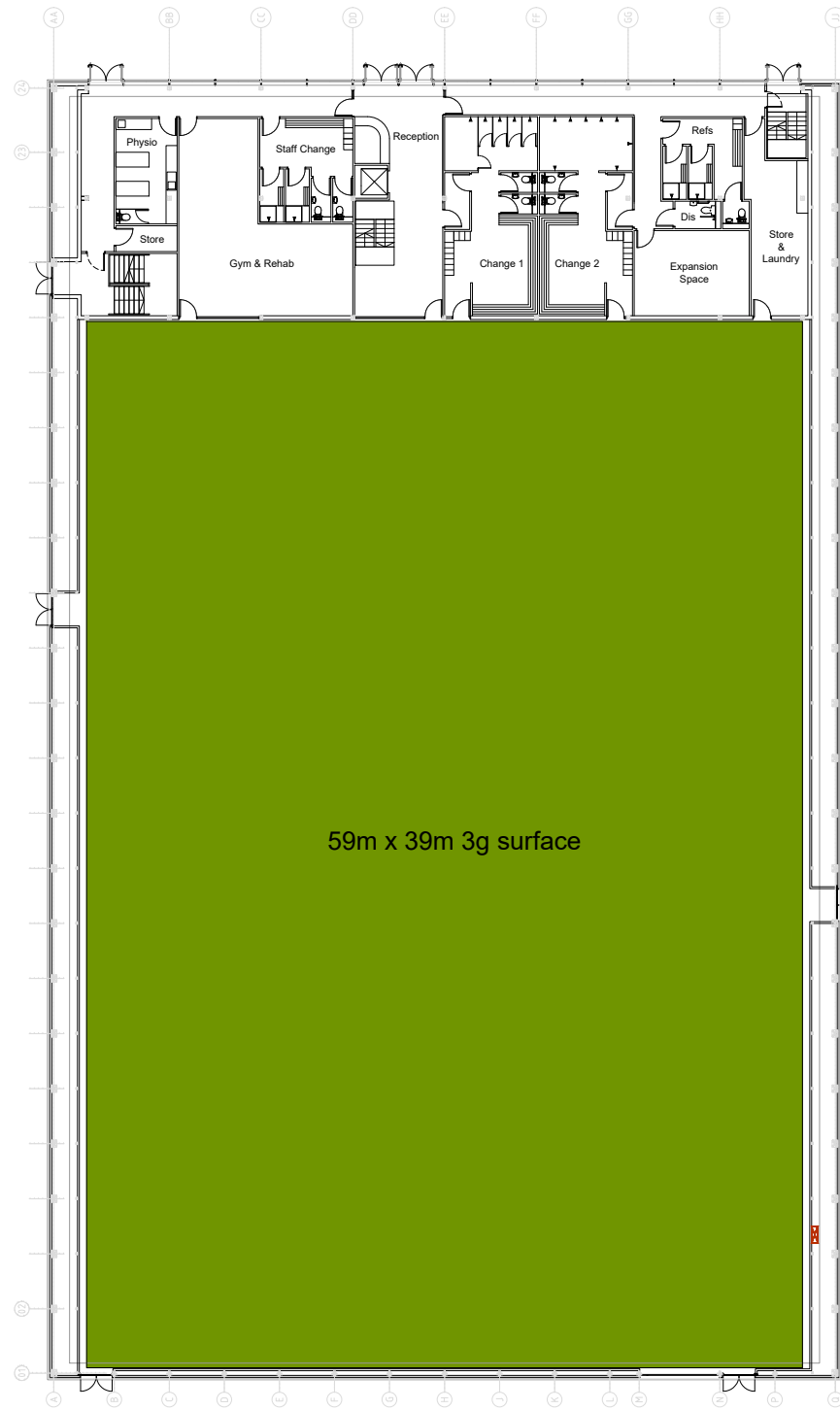
Llanrumney Sports Complex

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Proposed Layout Academy Building Whole

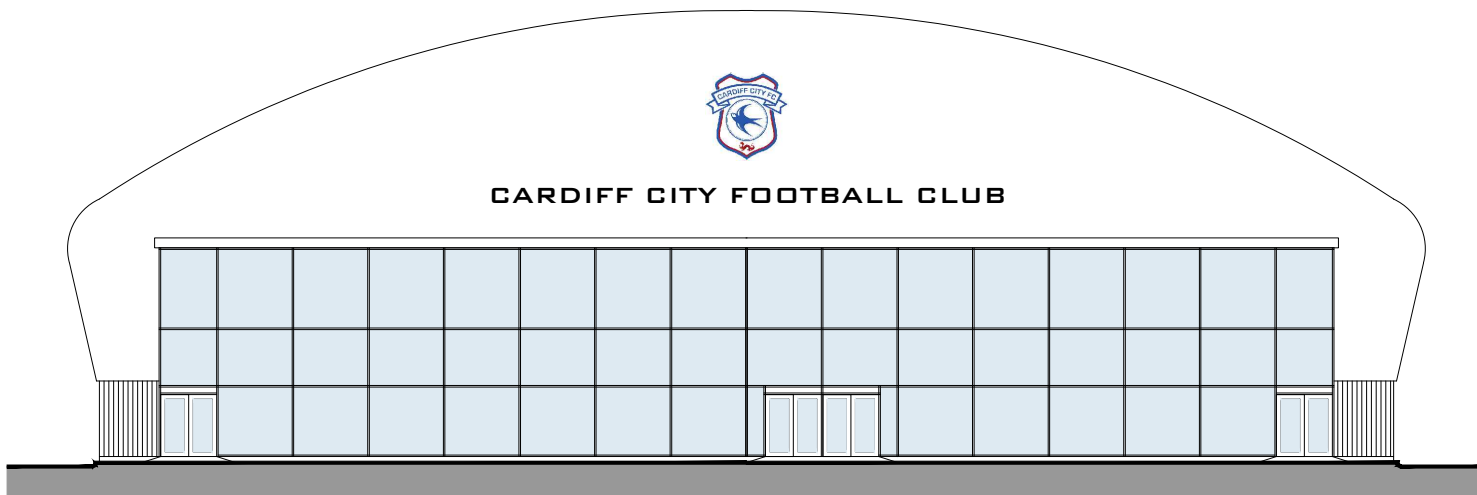
Llanrumney Sports Complex

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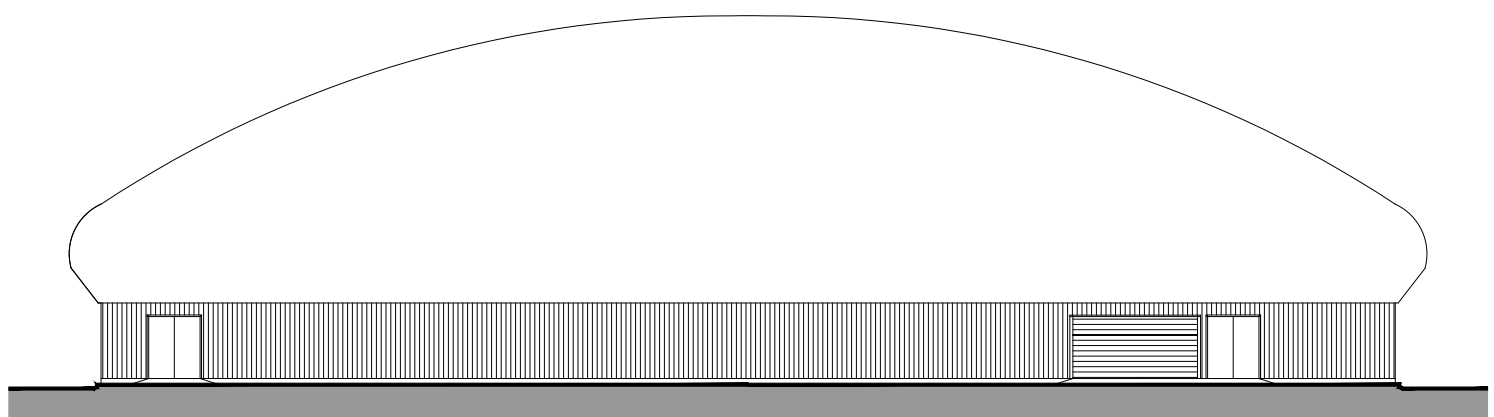
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B	Layout amended	19.12.2019

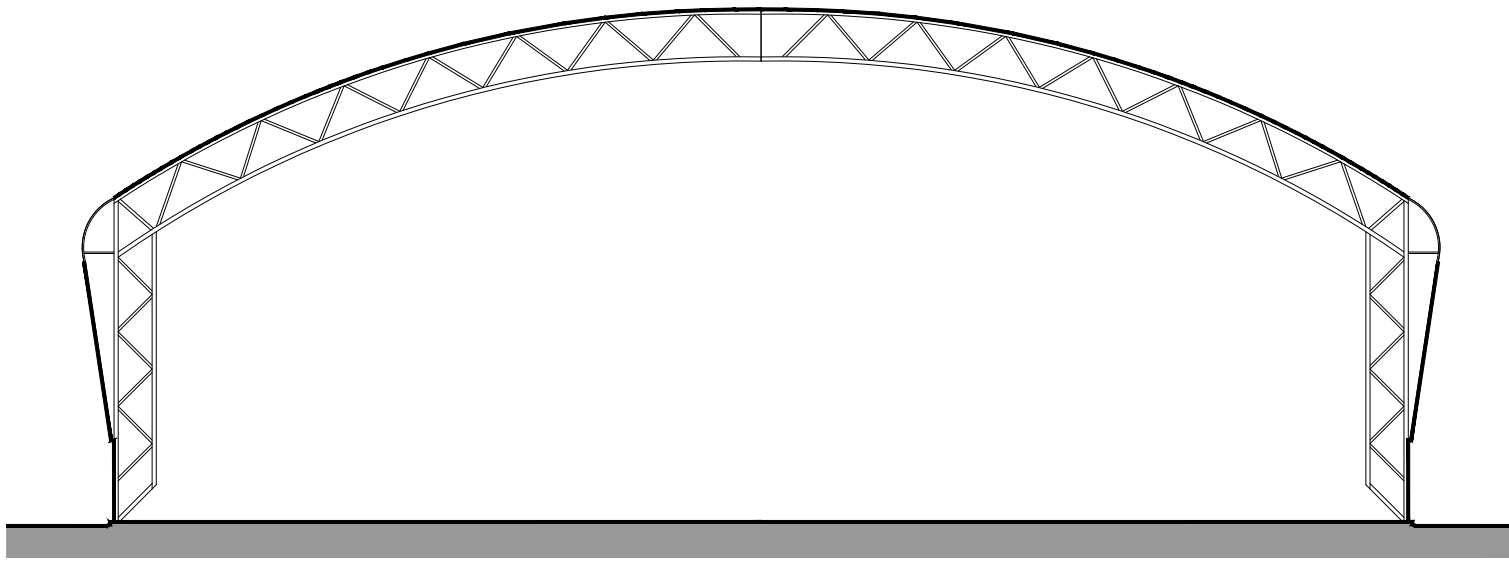


Proposed Entrance Elevation

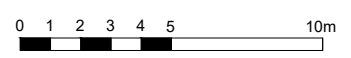


Proposed Rear Elevation

Tudalen 189



Proposed Section



Proposed Elevations & Section Academy Building

Llanrumney Sports Complex

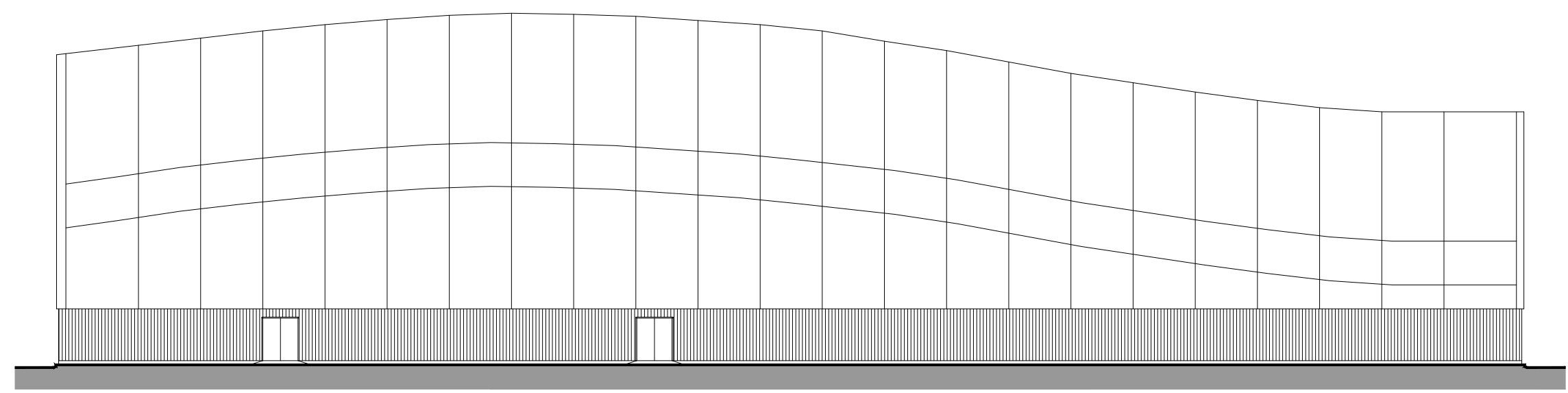
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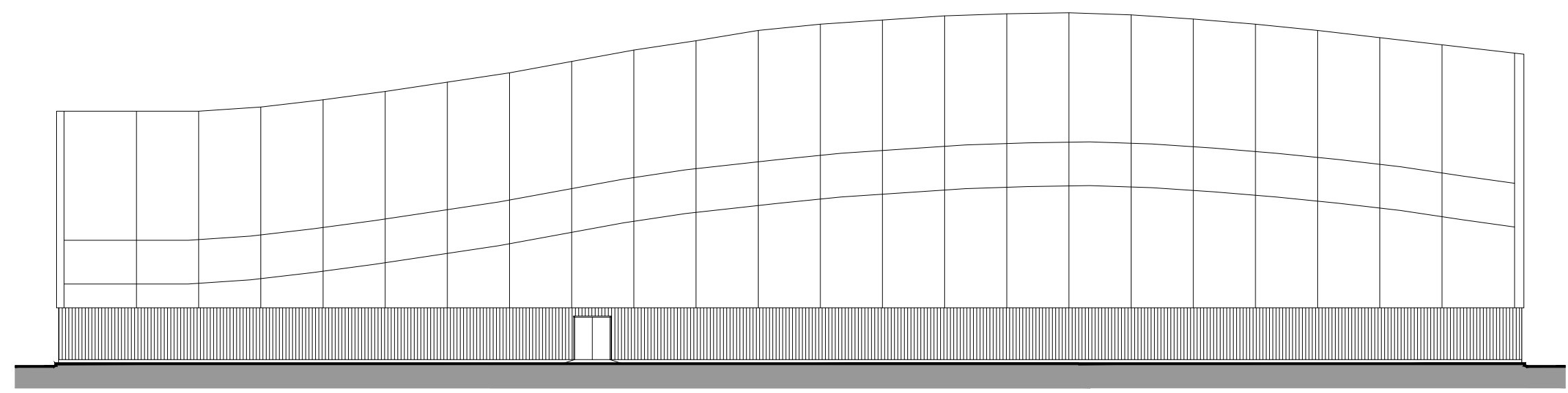
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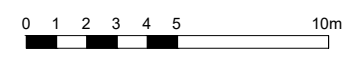
Tudalen 190



Proposed Side Elevation



Proposed Side Elevation



Proposed Side Elevations Academy Building

Llanrumney Sports Complex

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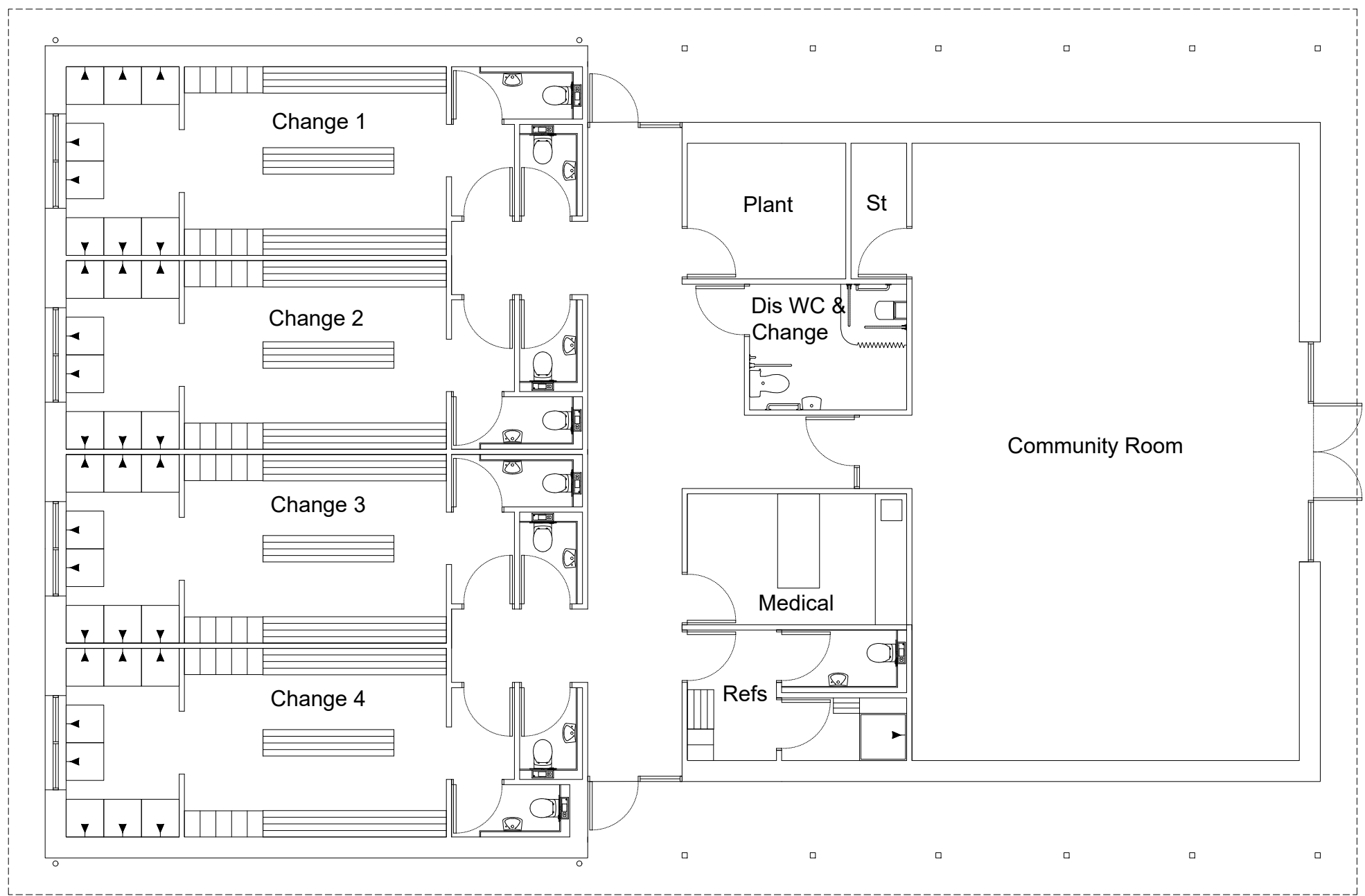
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Llanrumney Sports Complex
 Academy Building Perspectives

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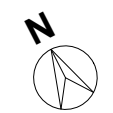
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Proposed Ground Floor Plan

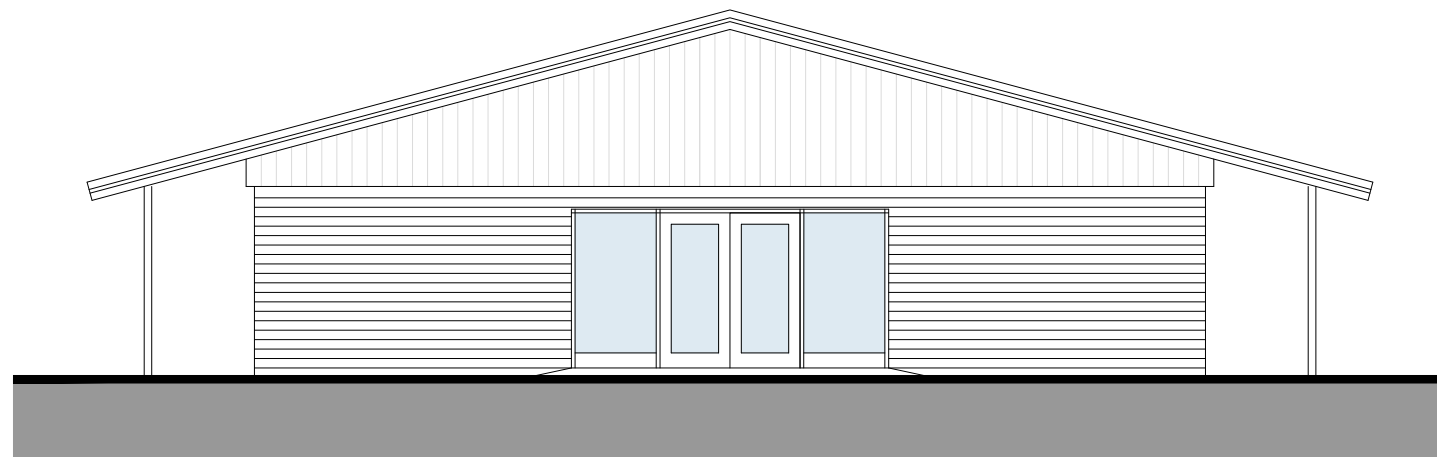
Tudalen 192



Llanrumney Sports Complex
Proposed Club House Layout

3097 P 301a 1:100 A3 dec 2019

AVA AVANTE ARCHITECTS
 TEC MARINA, PENARTH HAVEN, CARDIFF, CF64 1SA
 029 2167 4697 WWW.AVANTEARCHITECTS.COM

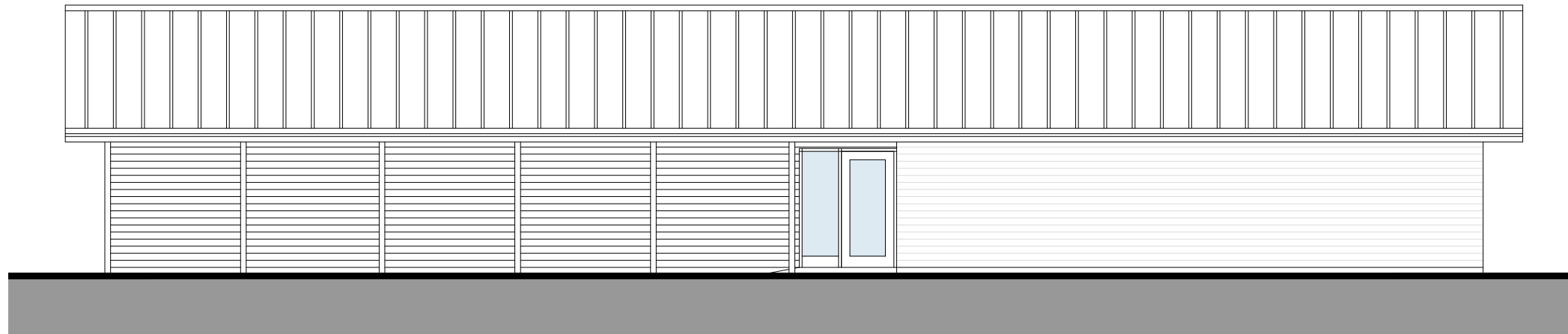


Proposed Entrance Elevation

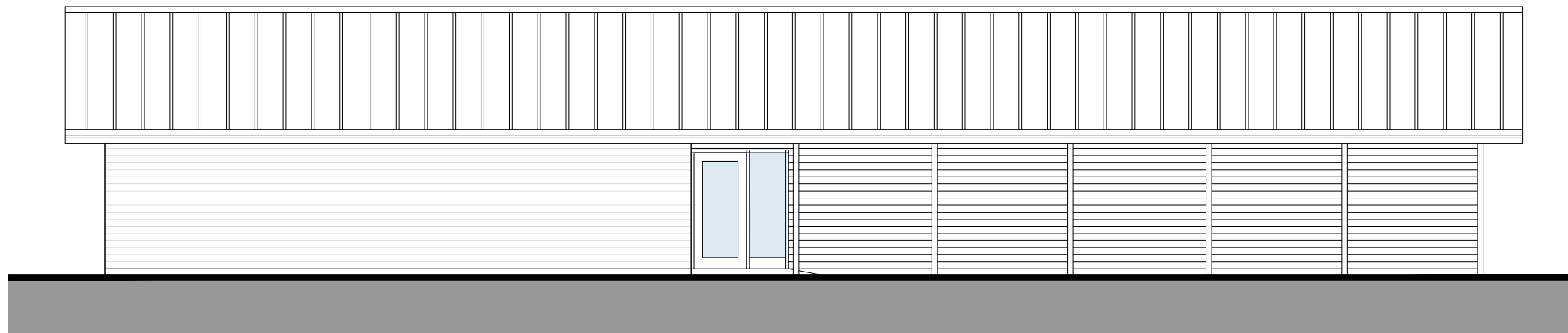


Proposed Rear Elevation

Tudalen 193



Proposed Side Elevation



Proposed Side Elevation



Llanrumney Sports Complex
Proposed Club House Elevations

3097 P 302a 1:100 A3 dec 2019

* THIS DRAWING IS COPYRIGHT
 * ALL DIMENSIONS TO BE CHECKED ON SITE
 * ANY DISCREPANCIES TO BE REPORTED TO THE ARCHITECT
 * DO NOT SCALE THIS DRAWING

REVISIONS		
No	DESCRIPTION	DATE
A	Layout amended	05.12.2019



Tudalen 194

Llanrumney Sports Complex
Proposed Club House Perspectives

3097 P 303a NTS A3 dec 2019

Yn rhinwedd paragraff (au) 14, 16, 21 Rhan (nau) 4 a 5 o Atodlen 12A
o Ddeddf Llywodraeth Leol 1972.

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

Yn rhinwedd paragraff (au) 14, 16, 21 Rhan (nau) 4 a 5 o Atodlen 12A
o Ddeddf Llywodraeth Leol 1972.

Mae'r ddogfen yn gyfyngedig

Mae'r dudalen hon yn wag yn fwriadol

My Ref: T: Scrutiny/Correspondence/Cllr NH

Date: 18 November 2020

Councillor Russell Goodway
Cabinet Members
Cardiff Council
County Hall
Cardiff
CF10 4UW



County Hall
Cardiff,
CF10 4UW
Tel: (029) 2087 2087

Neuadd y Sir
Caerdydd,
CF10 4UW
Ffôn: (029) 2087 2088

Dear Councillor Goodway,

Llanrumney Development: Next Stages

Our thanks to you, Neil Hanratty, Giles Parker, Chris Barnett and Eirian Jones for attending our special meeting of the Economy & Culture Scrutiny Committee on 16 November 2020 to discuss the report to Cabinet regarding the next stages in the Llanrumney Development.

Having considered the evidence in the report to Cabinet and the answers provided at Committee, Members are supportive of the recommendations to Cabinet. Members believe the scheme will bring much-needed benefits to the Llanrumney community and that the proposals are in line with the Strategy previously scrutinised and supported by this Committee.

Members note the need to ensure there are significant compensations required to alleviate the flood risks. We heard that discussions with planning officers have been taking place throughout and will continue to ensure sufficient measures are in place.

Members look forward to progress delivering the Llanrumney Strategy and wish to scrutinise the proposals for Site B and Site C as these become available.

Thank you again for attending Committee; this letter does not require a response.

Yours sincerely,

COUNCILLOR NIGEL HOWELLS
CHAIR, ECONOMY & CULTURE SCRUTINY COMMITTEE

cc Members of the Economy & Culture Scrutiny Committee
Neil Hanratty Giles Parker Chris Barnett
Clair James Cabinet Support Office

Eirian Jones

Mae'r dudalen hon yn wag yn fwriadol

My Ref: T: Scrutiny/Correspondence/Cllr NH

Date: 14 May 2021

Councillor Russell Goodway
Cabinet Members
Cardiff Council
County Hall
Cardiff
CF10 4UW



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Dear Councillor Goodway,

Llanrumney Regeneration

Thank you for attending Economy & Culture Scrutiny Committee on 13 May 2021, along with Neil Hanratty, Chris Barnett and Eirian Jones to discuss the report to Cabinet regarding the next stages in the Llanrumney Regeneration.

Members wish to thank Neil Hanratty for his overview presentation of the report to Cabinet and, in particular, for detailing the objections received during the public consultation on the disposal of the playing field at Ball Road. Having noted these and considered the responses to them, we are satisfied the responses are sufficient. Members note that no objections were received from statutory consultees and that there is local support from ward members and local sports clubs for disposal and the improvements that flow from that for the area and local sports provision.

As part of the discussion in closed session, Members sought clarification of the funding required for the refurbishment of Pentwyn Leisure Centre and the sources of this funding. We look forward to receiving this information from Neil Hanratty, as offered at the meeting.

Overall, Members remain supportive of the whole of the Llanrumney Regeneration project and have no concerns remaining. Therefore, unless there are significant changes to the proposals as outlined to Committee, Members do not feel that they need to scrutinise future reports.

Finally, as with the Canal Quarter Regeneration item, Members note that we did not receive the report to Cabinet or its appendices. Members are aware that this is the first meeting following the pre-election period, with papers due out the day after the election, and so we are understanding of the reasons why this has happened. However, this is obviously something that we would not wish to become the norm, a view I am sure you share.

This letter requires a response please, to the following point:

Request for information

Pentwyn Leisure Centre refurbishment – funding required and sources of funding identified.

Thank you again for attending Committee and we wish you all the best with this project, which will significantly improve employment opportunities, housing and sporting facilities in Llanrumney.

Yours sincerely,



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

cc Members of the Economy & Culture Scrutiny Committee
Neil Hanratty Chris Barnett Eirian Jones
Clair James Cabinet Support Office

**CYNGOR CAERDYDD
CARDIFF COUNCIL****ECONOMY & CULTURE SCRUTINY COMMITTEE****17 OCTOBER 2022**

CORRESPONDENCE REPORT

Background

1. This report provides an update on correspondence arising from recent scrutiny meetings.
2. 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.
3. At the Committee meeting on 4 October 2022, the previous Committee Members received a report detailing the correspondence sent and received up to that meeting. There were no responses outstanding.
4. Correspondence has been sent since that meeting and the current position is set out below:
 - i. **Response Awaited** – from Councillor Goodway to the Chair's letter regarding the Atlantic Wharf report to Cabinet, considered at Committee on 11 July 2022
 - ii. **Response Awaited** – from Councillor Burke-Davies to the Chair's letter following the playgrounds and play areas update, considered at Committee on 4 October 2022.
5. 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

6. During the meeting, Members have the opportunity to reflect on the correspondence update.

Legal Implications

11. The Scrutiny Committee is empowered to enquire, consider, review, and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct 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

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 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. Reflect on the update on correspondence update.

DAVINA FIORE

Director of Governance and Legal Services

11 October 2022

Mae'r dudalen hon yn wag yn fwriadol