

CABINET: DYDD IAU, 18 MAI 2023 at 2.00 PM

Bydd Cyfarfod Cabinet aml-leoliad yn Ystafell Bwyllgor 4, Neuadd y Sir ddydd Iau 18 Mai am 2.00pm

A G E N D A

- 1 Cofnodion y cyfarfod Cabinet a gynhaliwyd ar 27 Ebrill 2023 (*Tudalennau 3 - 6*)

Cyllid, Moderneiddio a Pherfformiad

- 2 Ail-gaffael Fframwaith Adeiladu Cydweithredol De-ddwyrain Cymru (Sewscap4) (*Tudalennau 7 - 16*)

Tai a Chymunedau

- 3 Cynllun Benthyciadau Datblygwyr Diogelwch Adeiladau Cymru (*Tudalennau 17 - 24*)
- 4 Strategaeth Trais yn erbyn Menywod, Cam-drin Domestig a Thrais Rhywiol Caerdydd a Bro Morgannwg 2023-2028. (*Tudalennau 25 - 154*)

Trafnidiaeth a Chynllunio Strategol

- 5 Caffael Trafnidiaeth Teithwyr (*Tudalennau 155 - 172*)
- 6 Cynllun Rheoli Asedau Priffyrdd (*Tudalennau 173 - 310*)

PAUL ORDERS

Chief Executive

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

Mae'r dudalen hon yn wag yn fwriadol

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



MINUTES

CABINET MEETING: 27 APRIL 2023

Present	<p>Councillor Huw Thomas (Leader) Councillors Peter Bradbury/ Julie Sangani (job share) Councillor Jen Burke Councillor Dan De'Ath Councillor Russell Goodway Councillors Norma Mackie/ Ash Lister (job share) Councillor Sarah Merry Councillor Lynda Thorne Councillor Chris Weaver Councillor Caro Wild</p>
Observers:	<p>Councillor Adrian Robson Councillor Rodney Berman</p>
Officers:	<p>Paul Orders, Chief Executive Chris Lee, Section 151 Officer Davina Fiore, Monitoring Officer Sarah McGill, Corporate Director Joanne Watkins, Cabinet Office</p>

99 MINUTES OF THE CABINET MEETINGS HELD ON 2 AND 23 MARCH 2023

RESOLVED: that the minutes of the Cabinet meetings held on 2 and 23 March 2023 were approved

100 DELIVERING A PERMANENT IMPROVEMENT IN AIR QUALITY ON CASTLE STREET IN THE CONTEXT OF CITYWIDE SUSTAINABLE TRANSPORT PROPOSALS

Appendix 5 to this report is not for publication as it contains exempt information of the description in paragraph 16 of Schedule 12A of the Local Government Act 1972

The Cabinet received a report providing details of the most recent air quality and traffic modelling results for Castel street following on from the welsh Government Air Quality Direction on air quality compliance. The report outlined the options which had been modelled and considered to achieve air

quality compliance on Castle Street, together with the implications of the options on the wider transport network. It was recommended that Option 1, which had been trialled as temporary measure be implemented on a permanent basis, provided that funding from the Welsh Government was confirmed.

RESOLVED: that

1. It be noted that the modelling work carried out on the future of Castle St provides confirmation that the legal limit for Air Quality is achieved.
2. Subject to confirmation of Welsh Government Funding, Option 1 (Do Minimum – All Traffic) be approved to be delivered as a permanent scheme.
3. Authority be delegated to the Director of Planning, Transport & Environment in consultation with the Corporate Director of Resources to deal with all aspects of the procurement process (including approving the evaluation criteria to be used and authorising the award of the proposed contract).
4. If Welsh Government funding is not forthcoming, authority be delegated to the Director of Planning, Transport & Environment to review future arrangements on Castle Street and report back to Cabinet.
5. the aspirations to improve the wider transport network in line with the decision to leave Castle Street open to traffic be noted and supported

101 **DELIVERING CARDIFF'S SUSTAINABLE TRANSPORT STRATEGY:
REVIEW OF ROAD USER PAYMENT OPTIONS**

The Cabinet considered a report outlining in principle proposals for a Road User Charging Scheme. The report outlined the in principle case for introducing a scheme, together with details of the types of scheme that could be introduced. Details of the public and key stakeholder engagement were also outlined and it was reported that the development of a business case and Welsh Transport Appraisal Guidance (WelTAG) studies would be undertaken.

RESOLVED: that

1. Approval be given to the in-principal case for the introduction of a Road User Payment scheme subject to consultation, equality impact assessment and preparation of a robust business case.
2. authority be delegated to the Director of Planning, Transport and Environment to develop the business case and WelTAG studies for a Road User Payment scheme, subject to consultation with the Cabinet Member for Transport & Strategic Planning
3. authority be delegated to the Director of Planning, Transport and Environment to establish a Review Group in WelTAG Stage 2 to

recommend the preferred option to be taken forward to WeITAG Stage 3 preparation of the Final Business Case, subject to consultation with the Cabinet Member for Transport and Strategic Planning

4. it be noted that the outcome of WeITAG Stage 2 Outline Business Case together with consultation responses and equality impact assessments will be presented to Cabinet for a decision on the preferred option to be taken forward for the WeITAG Stage 3 Full Business Case.
5. it be noted that the outcome of WeITAG Stage 3 Full Business Case will be presented to Cabinet for a final decision.
6. Approval be given to the undertaking of consultation and engagement associated with each stage of preparing the WeITAG business case for a Road User Payment scheme.
7. Approval be given to the undertaking of research and preparation of a communication and public and key stakeholders strategy to support the preparation of the business case for a Road User Payment scheme.

Mae'r dudalen hon yn wag yn fwriadol

**RE-PROCUREMENT OF THE COLLABORATIVE SOUTH EAST
WALES COLLABORATIVE CONSTRUCTION FRAMEWORK
(SEWSCAP4)****FINANCE, MODERNISATION AND PERFORMANCE
(COUNCILLOR CHRIS WEAVER)****AGENDA ITEM: 2**

Reason for this Report

1. The third iteration of the Cardiff Council hosted South-East Wales Capital (SEWSCAP) collaborative construction framework ends in June 2024. To maintain a compliant procurement route for building construction projects including schools for Local Authorities within South East Wales, there is a need to run a restricted tender process to appoint suitably qualified contractors onto the fourth iteration of SEWSCAP.

Background

2. Cardiff Council's Commissioning and Procurement team took over the hosting of SEWSCAP2 from Rhondda Cynon Tâf County Borough Council (RCT) in 2016/17. The first framework iterations were procured in 2013, being initially set up to provide participating South-East Wales Authorities with a swift selection and procurement process for construction works.
3. The framework has been supported by Welsh Government's Value Wales and Constructing Excellence in Wales (CEW). Collaborative frameworks benefit user organisations through the development of longer-term client/contractor relationships that improve value for money through lessons learnt, removing duplication of processes, development of common standards, and sharing of best practice with reduced time taken to get to market.
4. The SEWSCAP framework has been used by the 10 original member authorities since 2013. Its membership has since grown and is currently open for use by the Fire Service and Further Education Organisations with Welsh Government being a recent new user.
5. The SEWSCAP framework supports collaboration through a joint approach to best practice for construction and refurbishment projects with clients, stakeholders, contractors and across local authority

boundaries. The framework incorporates Fair Payment Practices for subcontractors and suppliers as well as options for utilising 'Project Bank Accounts', whereby subcontractors and suppliers can obtain swifter payment as soon as clients approve payments to main contractors.

6. Cardiff Council is the largest user by spend in terms of value and number of projects, as it meets the ongoing requirements of its construction projects largely from within the Education Directorate. The total spend to date on the framework as at April 2023 is in excess of £482 million (with current 2023/24 pipeline £500 million), with Cardiff Council equating to 29.86% of spend value and 50% of projects.

Authority Spend	Spend	Projects	% based on spend
Cardiff Council	£ 144,121,851.97	56	29.86%
RCT Council	£ 62,299,683.38	9	12.91%
Newport Council	£ 50,002,730.81	3	10.36%
Monmouthshire Council	£ 45,308,258.64	2	9.39%
Vale of Glamorgan Council	£ 41,010,399.91	4	8.50%
Powys	£ 28,398,108.61	3	5.88%
Swansea University	£ 25,917,908.33	1	5.37%
Torfaen CBC	£ 24,121,419.00	6	5.00%
Blaenau Gwent CBC	£ 13,052,468.11	1	2.70%
Caerphilly CBC	£ 12,735,289.88	3	2.64%
Cardiff University	£ 7,251,979.89	8	1.50%
Coleg y Cymoedd	£ 7,198,029.68	3	1.49%
St David's Catholic Sixth Form College	£ 5,509,503.13	1	1.14%
Cardiff Metropolitan University	£ 4,112,943.44	2	0.85%
Network Rail	£ 3,575,654.73	2	0.74%
Bridgend Council	£ 2,259,965.60	2	0.47%
Merthyr Tydfil CBC	£ 2,008,212.26	2	0.42%
University of South Wales	£ 957,170.00	1	0.20%
Welsh Government Health and Social Services Department	£ 844,324.80	1	0.17%
Swansea Bay University Health Board	£ 740,825.25	1	0.15%
NHS - Powys Teaching Health Board	£ 695,728.03	2	0.14%
National Museum Wales	£ 598,730.69	1	0.12%
Total	£ 482,721,186.14	114	100.00%

Issues

Governance

7. A core group of 10 member authorities make up the SEWSCAP Governance board, which is chaired by a member authority. They meet quarterly covering framework pipeline, performance, social value delivery and task and finish subjects such as retentions, use of PBAs, SUDs, and NEC4 / JCT contract management. The board members work under agreed Terms of Reference that ensure governance and provide leadership for the operation of the framework agreement. The board

ensures that participating authorities and contractors work within the principles of the framework, which are:

- to work together with framework stakeholders in good faith and in a spirit of mutual trust and co-operation.
- to act in a co-operative and collaborative manner to achieve and advance the efficiency and effectiveness of construction projects;
- to share information honestly and openly; and
- to highlight any difficulties at the earliest possible opportunity.

Funding

8. The SEWSCAP framework operates through a levy recovery model, where each call-off project generates a levy as a percentage of its value. The levy, collected by the hosting authority (i.e. Cardiff Council), is used fund Cardiff Council and external legal resources to administer, develop and promote the use of the framework. Any additional levy is used to fund initiatives and training to improve practice across the Local Authorities and to develop and support social value and carbon reduction initiatives nominated by the governance board.
9. The SEWSCAP framework levy recovery process works in the following way:
 - the result of all call-off contracts and direct awards are notified to the Cardiff Council framework team by the framework users;
 - within twenty (20) Working Days after the date of the invoice issued by the Authority, the contractor must pay the appropriate levy (in each case stated as a percentage of the Call-Off Contract Value).
 - The levy is calculated from the awarded Contract Value sum, and ranges from 0.6% for lower value contracts to 0.125% for higher value contracts. excluding value engineering, provisional sums and variations. This levy is regularly benchmarked against other similar frameworks across the UK and is competitive. The levy has not been uplifted over the framework iterations and remains competitive against other construction frameworks.
10. The current SEWSCAP3 framework (2019/20 - to date) has from 114 projects with a combined tender value of £482,721,186 generated a levy income of £1,133,925.

Social Value

11. During the re-tender of the third iteration of the framework, the Commissioning and Procurement team introduced the Council's Socially Responsible Procurement Policy as the lens through which contractors would deliver social value on a South-East Wales regional basis. The policy aims to ensure that, from a framework perspective, clients maximise the social, economic, environmental and cultural wellbeing benefits are being delivered to the respective communities in which these

schemes are delivered and links back to WG legislation including the Wellbeing of Future Generations Act, Wales Procurement Policy Statement and Code of Practice: Ethical employment in Supply Chains.

12. The expectation is for clients to incorporate social value requirements at mini competition stage in-line with the framework social value policy guidance. Bidders will also submit a response to a social value question that they must deliver over the life of the framework.
13. Throughout the term of SEWSCAP4 in addition to social value there will be an increased focus on reduction the carbon emissions from the projects being delivered through the framework.
14. An example of how SEWSCAP3 has helped to support the social value agenda is its role in supporting the establishment of the Onsite Construction Academy South-East Wales.
15. The construction industry is currently experiencing a skills shortage nationally, with the annual recruitment rate in Wales sitting at approximately 1310 individuals a year. The Construction Industry Training Board (CITB) invited bids for projects to create flexible onsite learning hubs which will increase the talent pool for job-ready construction workers in South-East, South-West and North Wales. A collaborative grant application was submitted by the Council's Commissioning and Procurement team, Into Works employer liaison service and Cardiff Living team which was successful.
16. The Onsite Construction Academy South-East Wales has seen a mobile onsite training hub set up on the former Eastern High site in Llanrumney to run from March 2021 to March 2024, serving the South-East Wales region. The scheme aims to provide 750 unemployed individuals with training to become site ready and to provide 750 students with site experience, ultimately culminating in creating 225 site ready individuals with sustainable employment or apprenticeships with 65 of these jobs to be from underrepresented groups. The construction sector and project pipeline will be signposted towards the hub as a resource to support contractors in delivering against tendered recruitment and training social value contractual commitments.

Lessons Learnt

17. A lessons learnt exercise has been conducted with recommendations from contractors and Local Authority users in order to make improvements to the new framework across the following areas:-
 - Current lotting structure to remain with the current regional splits, with the removal of the Powys specific lots 1 and 5.
 - Restriction of lots – Allow bidders to apply for as many as they wish but they need to provide a preference, and only award each successful bidder a maximum of 3 lots, to allow more SME access.

- Current scope remaining, with updating of information where required, including the risk profile of the current Forms of Contract.
- Framework scheme cap to remain at £100m.
- Introduction of specialist lots for System Build (Modern Methods of Construction), Heritage and split of the previous lot 11 to purchase and hire.
- Further embed standardisation and call-off documents and procedures including use of existing templates.
- Full review of the existing approach to ensure it meets the current needs of the client base.
- Review the applicability of including use of the Social Value TOMs (Targets, Outcomes, and Measures) in respect of providing clients with a standardised, repeatable way of measuring social value delivery.
- Enhanced consideration of carbon reduction.

Evaluation Structure

18. Following on from the lessons learnt exercise undertaken with the SEWSCAP Governance and key stakeholder users, it is recommended that we continue with the existing regional split of the lotting structure (can be viewed at [Contractors \(sewscap.co.uk\)](http://Contractors.sewscap.co.uk)). The lotting structure is being finalised but the current lotting structure is as follows:
 - Lot 1-4 Regional Split, £250k - £1.5m
 - Lot 5 Regional Split, £1.5m-£3m
 - Lot 6 All Regions, £1.5m - £3m
 - Lot 7 All Regions, £3m - £5m
 - Lot 8 All Regions, £5m - £10m
 - Lot 9 All Regions, £10m – £25m
 - Lot 10 All Regions, £25m - £100m
 - Lot 11 All Regions, demountables hire and purchase £0 - £100m
19. It is anticipated that specialist lots for Modern Methods of Construction and Heritage will form part of the new lotting structure.
20. The call off procedure will largely remain the same as the current framework with two options -
 - a. direct award, whereby the client establishes objective and transparent Direct Award Criteria which shall be designed to assess which framework contractor in the relevant lot will provide the best price/quality/social value ratio (i.e. best value for money) in relation to the proposed Works up the value of the Public Contract Regulations Works Threshold; and
 - b. running a mini competition to which all contractors in the appropriate lot(s) will be invited.
21. After reviewing the current framework prices received from mini-competitions, consideration has been given to how social value can be included as a separate part of evaluation in line with WPPN 01/20. Clients will have the ability to flex weightings up to 80% quality / 20% Price and include a separate 10% weighting for social value, in order to

drive innovation, quality and social value rather than lowest price and resultant race to the bottom – a common criticism with framework arrangements.

22. At framework award, bidders will be evaluated against overheads and profit and typical schemes achieving a combined commercial score in order to achieve their ranking against those lots. Due to the variety of works procured through the framework, it is difficult to put in place a schedule of rates that will be suitable for all projects, though it is being reviewed how we can manage pricing elements.
23. A flexible approach for contracting bodies will continue through the use and promotion of either NEC4 (New Engineering Construction Contract) Professional Service Contract (PSC) and JCT (Joint Contracts, Tribunal) forms of contract. This approach will provide users with the ability to use a menu of contracting forms to enable them to construct fit for purpose commercial arrangements that suit the nature of the contract e.g. risk allocation and options chosen. Greater clarity and simplicity is achieved from clear roles and responsibilities together with definitions for compensation events. Greater stimulus for good project management is promoted with contracting parties due to the use of standardised documents with obligations clearly understood by the contracting market.
24. A full review of the current framework KPIs are under consideration. Particular attention is currently focused on contractor obligations to participate once on the framework (failure to bid in mini - competitions) and potential for suspension. In order to drive customer satisfaction and promote usage, it is planned to introduce a post project review where users are asked to compare the initial project objectives against the final project achievements and the consultants' contribution in achieving this. The following factors through both framework KPIs and post project reviews will be recorded:
 - Time Predictability
 - Cost Predictability
 - Client Satisfaction
 - Contractor Satisfaction
 - Targeted Recruitment and Training
 - Environmental.
25. The following tender timeline is proposed in order to achieve the commencement of the new framework from 3rd June 2024.

Activity	Target Date
Find a Tender Service notice published with Pre-Qualification Questionnaire (PQQ) made available to Potential Providers.	May 2023
PQQ Return Date	Mid-July 2023

Evaluation of PQQs completed	September 2023
Invitation to tender issued to qualified Potential Providers	September 2023
Tender Return Date	November 2023
Evaluation of tenders completed.	January 2024
Standstill period	January 2024
Contract Award	January 2024
Implementation / Mobilisation	5 months
Framework Start Date	3 rd June 2024

Local Member consultation

26. Full member consultation will be undertaken as part of the re-procurement timeline through engagement with the scrutiny committee and market engagement via contractor days, meet the buyer events and current attendance at industry forums i.e. CEW Frameworks and Best Practice events.

Reason for Recommendations

27. Cardiff Council currently makes up nearly 30% of the spend going through the existing SEWSCAP3 collaborative construction framework. To date this framework has provided a compliant efficient procurement vehicle and therefore its re-procurement is critical for continuity based against existing capacity constraints and the value for money efficiency its continued use and promotion provides.

Financial Implications

28. The levy as described in Paragraph 10 is used to cover the administration arrangements undertaken by Cardiff Council with any surplus income left over being reinvested into the regional framework.

Legal Implications

29. As set out in the report, the recommendation is to commence a procurement to set up a framework on behalf of Cardiff and other bodies.
30. The proposed procurement is within the Council's powers under its general power of competence as set out in s.24 of the Local Government and Elections (Wales) Act 2021, as well as specific powers relating to the provision of education and other sector-specific powers.

31. It is understood that the value of the framework is over the UK public procurement threshold and accordingly, the Public Contracts Regulations 2015 (dependent on timing -see below) will apply in full. To that end it is noted that the Directorate intends to follow a fully compliant competitive tender exercise. Ongoing legal advice should be sought in relation to the procurement. The Council has engaged Blake Morgan LLP to advise on procurement matters as well as updating and re-drafting the framework agreement and construction contracts.
32. The new Procurement Bill currently being progressed by UK Government has nearly completed its Parliamentary stages and Royal Assent is expected some time in late Spring 2023. However, it will not come fully into force until secondary legislation has been made setting out the required matters of detail. This is expected to take a further 6 months. Where a procurement has commenced under the current regime (Public Contracts Regulations 2015), it will continue to be subject to that regime. Given the timings set out above, it is therefore likely that the procurement will be subject to the 2015 Regulations even if the new Procurement Act comes into force while the procurement is ongoing.
33. In preliminary discussions between the Council procurement team and Blake Morgan, Blake Morgan have confirmed that there is nothing that would present an unusual level of risk for the Council in the context of a procurement of this size and nature, and that there is nothing that is otherwise novel, contentious or unduly onerous based on the current known facts. The SEWSCAP framework has been procured on three occasions previously by RCT and Cardiff without legal challenge, and Blake Morgan do not believe that any of the changes / improvements to the framework stated above would increase the risk above that which is normally present in any procurement exercise of this value and nature.

Equality Duty.

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

Well Being of Future Generations (Wales) Act 2015

35. 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.

36. In discharging its duties under the Act, the Council has set and published well being objectives designed to maximise its contribution to achieving the national well being goals. The well being objectives are set out in Cardiff's Corporate Plan 2021-24. 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.
37. 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.
38. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

General

39. The decision maker should be satisfied that the procurement is in accordance within the financial and budgetary policy and represents value for money for the Council.
40. The decision maker should also have regard, when making its decision, to the Council's wider obligations under the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards.

HR Implications

41. There are no HR implications for this report

Property Implications

42. There are no Property implications for this report

RECOMMENDATIONS

Cabinet is recommended to:-

1. agree in principle to the commencement of the re-procurement of the current South East Wales Collaborative Construction Framework; and
2. delegate authority to the Corporate Director Resources, in consultation with the Cabinet Member for Finance, performance and Modernisation, to carry out all aspects of the procurement, (including finalising the lotting structure, setting the evaluation methodology, commencing procurement and award of successful contractors to the framework) and thereafter to host and deal with the operation of the framework arrangements, including any ancillary matters relating thereto.

SENIOR RESPONSIBLE OFFICER	CHRIS LEE Corporate Director
	11 May 2023

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 18 MAY 2023

WELSH BUILDING SAFETY DEVELOPER LOAN SCHEME

HOUSING & COMMUNITIES (COUNCILLOR LYNDA THORNE)

AGENDA ITEM: 3

Reason for this Report

1. To recommend that, in principle, Cardiff Council develops, operates, and administers a Welsh Building Safety Developer Loan scheme, to provide interest free loans for a period of up to 5 years, to eligible private developers in Wales to undertake fire remediation works in buildings of 11 metres or over.

Background

2. Following the tragedy at Grenfell Tower there has been significant activity undertaken by Welsh Government to identify fire safety issues in Welsh residential medium and high-rise buildings.
3. Work has focussed specifically to identify all residential buildings of 11 metres and over in height that: require remediation and/or mitigation work to address life-critical fire-safety defects. These properties have been categorised in 3 groups:
 - a) Social Rented Buildings owned and managed by Registered Social Landlords.
 - b) Buildings where no original developer can be traced or where such a developer has been identified but has ceased operation.
 - c) Buildings which have been built or refurbished in the 30 years prior to 5 April 2022 by a Participant Developer in Wales.
4. Welsh Government have agreed a Welsh Building Safety Developer Loan Scheme in relation to the third group:

Where it is known who the participant private developers are and where they have developed or refurbished relevant buildings, whether on its own behalf or on behalf of others. (Excludes work carried out solely as a contractor where the nature of the profit is contract rather than development profit).

Issues

5. The Welsh Government Minister for Climate Change wrote to over 50 private developers who had either signed up to the UK Government's Developer Pledge, or who operated at scale in Wales. The majority confirmed that they had no developments of 11 metres or over in Wales.
6. However, there are 11 participant developers who are deemed to be within scope and each of these have either agreed to a Developers' Pact already or have stated their intention to do so whilst due diligence is undertaken. The Pact represents a public commitment of participant developers:
 - to enter legally binding documentation that underpins the Pact which sets out Welsh Government expectations in detail.
 - commit to fund and undertake or, procure at its own cost and as quickly as reasonably possible, all necessary remediation and/or mitigation work to address life-critical fire-safety defects.
 - to undertake works to identified standards.
 - to demonstrate on an ongoing basis that such funding or remediation and/or mitigation work is being progressed as quickly as reasonably possible.
 - To engage leaseholders, building owners/responsible parties, residents and/or residents' management companies of relevant buildings.
7. The commitment by participant developers in Wales to address such issues is welcome, particularly as the Welsh Government Pact aims to address wider life critical safety issues in relevant buildings such as compartmentalisation, fire breaks and fire doors rather than just cladding risks.
8. The approach in Wales has and will continue to be one of collaboration with participant developers and on 21 March 2023, the Welsh Government Minister for Climate Change announced the availability of £20 million to support the Welsh Building Safety Developer Loan Scheme. As part of a range of measures, this additional tool could, where needed, support participant developers with loans over a period of up to 5 years to:
 - Reduce the number of medium and high-rise residential buildings blighted by fire safety issues and do so at pace.
 - Be a tool available to support cash flow because of wider national obligations and incentivise the completion of agreed actions in Wales.
 - Provide assurance to leaseholders that works will be undertaken as swiftly as possible.
 - Enable reductions in service charges and insurance costs.
 - Remove barriers so leaseholders can access financial products such as mortgages.

The proposition of the Welsh Government scheme is that these remediation or mitigation works, potentially of high value, may face delays

even for some of the larger developers while financing is arranged. The high cost of the fire safety works could potentially mean that work may have to be programmed over several years to align with available funding or alternatively that private sector loan financing may need to be secured to undertake the work more swiftly. With increasing interest rates any private sector loan financing could add significant cost to the works and slow down the programme.

9. To help offset this risk and encourage developers to move forward with these critical works as quickly as possible, the Welsh Building Safety Developer Loan scheme will offer this interest and fee free loan funding to support developers of all sizes to meet their responsibility, as quickly as possible.

Cardiff Council Role

10. The Welsh Government has discussed the principle of the loan scheme with Cardiff Council and has suggested that the Council takes responsibility for inviting and assessing developer loan applications, undertaking due diligence checks, agreeing the terms of the loan and for monitoring, and reporting on the performance of the loan fund to the Welsh Government.
11. Cardiff Council is deemed best placed to undertake this role given that a significant number of the buildings likely to be in scope are within the city. It is also felt by Welsh Government that it is preferable for developers to deal with one loan provider rather than dealing with multiple local authorities.
12. The Council is in receipt of a zero-interest loan from Welsh Government of £20 million scheduled to be repaid by the Council in full in April 2028. This will increase the Council's overall loan portfolio and liabilities to pay for capital expenditure (Loans). The loan received can be repaid earlier if required with no penalty. A separate grant agreement would be entered into between the Council and Welsh Government to cover the revenue costs of developing and managing any loan scheme by the Council over a five-year period. It is initially assumed that up to £1 million may be available over the period for eligible costs (5% of the Loan Fund).
13. It should be noted that the Council would be responsible for administering the provision of the loan fund **only**, including compliance with loan terms.
14. Cardiff Council would **not** be responsible for the detailed requirements of the Pact agreed between Welsh Government and the participating developers, or for the underpinning legal agreement, or for any role in determining whether works have been completed to required standards. There would not be any ongoing Cardiff Council liability in respect of any building and fire safety works undertaken with loan funding through the scheme.
15. However, it is also important to note that the Welsh Government loan, as currently conceived, must be repaid by the Council in full, irrespective of

whether loans given by the Council to Participating developers are recoverable.

16. As part of the request from Welsh Government the Council is required to confirm in principle the taking forward of this role, and to develop a loan scheme consistent to meeting the outcomes of the Pact.
17. The Council shares the outcomes intended by Welsh Government and Participant Developers to ensure residents feel safe and secure in their own homes. If the Council is to agree to take on the administrative role to support the loan scheme a range of actions would be required including:
 - Developing the detail of how an effective loan scheme could operate in consultation with developers.
 - Understanding public subsidy implications and seeking relevant advice on registering a loan scheme where relevant.
 - Understanding and mitigating risks to the Council of non-repayment.
 - Developing loan agreements.
 - Setting out a streamlined process for the Council's own governance process for approving any loans to be provided and ongoing monitoring requirements of loan performance.
 - Treasury Management, Accounting and wider financial reporting implications, to confirm and mitigate against unintended consequential impacts on the Council's own performance.
18. The Council's approved Capital Strategy includes a line item that supports the passporting of loan from Welsh Government given to Cardiff Council towards the CCRC Housing SME Fund or other projects approved by Cardiff Cabinet, Regional Cabinet and Welsh Government. Such funds to be recycled into projects until required to be repaid to the Council to return to Welsh Government.

Reason for Recommendations

19. Cardiff Council is considered the most appropriate authority by the Welsh Government to undertake the role to consider develop, operate, and administer a loan scheme, over a period of up to 5 years. The loan fund would need to be repaid to the local authority by the end of Year 5 and returned to the Welsh Government.
20. The loan funding is to support only those participating developers who have committed to undertake remediation works in line with a Welsh Government Pact. It is the loan scheme will encourage developers to move forward with safety critical works as quickly as possible which is an outcome agreed as highly beneficial for impacted residents.

Financial Implications

21. This report recommends that the Council works with the Welsh Government to develop, operate and administer a loan scheme for the purpose of delivering the Welsh Building Safety Developer Loan Scheme.

22. Under the proposed scheme, interest free loans are to be provided to private developers to support fire safety remediation works. These loans are only in relation to buildings identified previously in the Expression of Interest process conducted by the Welsh Government or where a developer has signed the legally binding documentation underpinning the Welsh Government's Developers Pact. Funding of £20 million has been made available by the Welsh Government and any loans provided to developers must be supported by adequate records evidencing compliance with key performance indicators and other conditions and targets as set out in the loan agreement.
23. Use of the loan and the delivery of the scheme must be compatible with the Subsidy Control Act 2022 and its associated statutory guidance.
24. The loan is fully repayable on 3rd April 2028 but can be repaid in whole or in part on an earlier date subject to agreement with the Welsh Government. Decision makers should note the risk that the full loan must be repaid by the Council irrespective of whether loans given by the Council to developers are recoverable. This risk will need to be mitigated; reviewed on an ongoing basis through the operation of the scheme, and appropriate provisions made within the accounts for any impairment of loans over the scheme period, were any residual risk to be a potential cost to the Council.
25. It will be necessary to develop detailed processes and resource requirements for the approval, monitoring and reporting and recovery of loans and for the detailed scheme operation. It is proposed that a separate grant agreement for the revenue administrative costs of developing and managing the 5-year scheme is entered into between the Council and the Welsh Government, with up to £1 million assumed to be available over the period for eligible costs.

Legal Implications

26. The Council has a general power of competence pursuant to Part 2 of the Local Government and Elections (Wales) Act 2021 which is a broad power enabling an authority to do anything an individual person may do. This may include but is not limited to the provision of financial assistance by way of loan or grant funding.
27. In implementing a new loan scheme, the Council will need to have regard to and comply with all requirements under the Subsidy Control Act 2022 in so far as it applies to subsidies defined under that Act and also have regard to statutory guidance issued under it.
28. It is noted that this report seeks an in principle decision and it is anticipated that further decision will be required under the proposed delegation in relation to the detail of the loan scheme, including the development of loan documents, upon which further specific legal advice can be provided.

Equality

29. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
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.

Well-Being of Future Generations

32. 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.
33. In discharging its duties under the Act, the Council has set, and published wellbeing objectives designed to maximise its contribution to achieving the national wellbeing goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2018-21: <http://cmsprd.cardiff.gov.uk/ENG/Your-Council/Strategies-plans-and-policies/Corporate-Plan/Documents/Corporate%20Plan%202018-21.pdf>
34. The wellbeing duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
 - Look to the long term.

- Focus on prevention by understanding the root causes of problems. Deliver an integrates approach to achieving the 7 national well-being goals.
 - Work in collaboration with others to find shared sustainable solutions.
 - Involve people from all sections of the community in the decisions which affect them.
35. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

Welsh Language

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

HR Implications

37. There are no HR implications currently anticipated for this report.

Property Implications

38. There are no property implications anticipated for this report.

RECOMMENDATIONS

Cabinet is recommended to

1. approve in principle that Cardiff Council will develop, operate, and administer a scheme, to provide interest free loans for a period of up to 5 years, to private developers in Wales, to undertake fire safety remediation work subject to satisfactory mitigation of any potential financial risk to Cardiff Council.
2. authorise the Corporate Director, People & Communities to agree any details terms and conditions with Welsh Government in respect to the Scheme.
3. grant delegated authority to the Corporate Director, People & Communities, in consultation with the Corporate Director Resources (S151 Officer), and the Cabinet Members for Finance, Modernisation & Performance and for Housing & Communities to undertake due diligence to fully develop, implement and report on a loan scheme.

SENIOR RESPONSIBLE OFFICER	Sarah McGill Corporate Director (People & Communities)
	12 May 2023

**CARDIFF COUNCIL
CYNGOR CAERDYDD****CABINET MEETING: 18 MAY 2023**

**CARDIFF AND VALE OF GLAMORGAN VIOLENCE AGAINST
WOMEN, DOMESTIC ABUSE AND SEXUAL VIOLENCE
STRATEGY 2023-2028****HOUSING AND COMMUNITIES (COUNCILLOR LYNDA THORNE)
AGENDA ITEM: 4**

Reason for this Report

1. To seek approval of the draft Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028 attached at Appendix 1.
2. To delegate finalisation of the Strategy for publication to the Director of Adults, Housing and Communities in consultation with the Cabinet Member for Housing and Communities.

Background

3. Violence against women, domestic abuse and sexual violence (VAWDASV) is a fundamental violation of human rights, and both a cause and consequence of inequality. Tackling violence against women, domestic abuse and sexual violence has far-reaching consequences for women, men, children, families, communities and society as a whole. Tackling these enduring social problems requires a distinct and proportionate approach to all victims and perpetrators in order that everyone can live fear free in safe, equal and violence-free communities.
4. The Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) 2015 laid out a requirement for local authorities and health boards to jointly prepare regional strategies to tackle this issue.
5. On 14th June 2018 Cabinet approved the inaugural Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2018-2023. It was also required that this local strategy responded to the requirements in the national Violence Against Women, Domestic Abuse and Sexual Violence Strategy 2016-2021, specifically to:
 - Embed a move to regional working.

- Agree that Cardiff acts as regional ‘banker’ for managing Welsh Government funding for specialist services.
 - Consider joint commissioning opportunities across the region.
 - Have regard to the national objectives, namely:
 - i. Arrangements for the prevention of violence against women, domestic abuse and sexual violence.
 - ii. Arrangements for the protection of victims of violence against women, domestic abuse and sexual violence.
 - iii. Support for people affected by violence against women, domestic abuse and sexual violence.
6. The action plan attached to the previous strategy was monitored closely, with annual reports submitted to the Welsh Government and National Advisors and published on the Council’s website each May.
7. The revised national Violence against Women, Domestic Abuse and Sexual Violence Strategy 2022-2026 was published on 24th May 22. This new national strategy outlines a proposed blueprint approach to delivery of the commitments and objectives, drawing together different organisations to jointly deliver a whole system approach to address an issue; this will be undertaken through a number of workstreams. It also includes functions across the range of public policy, such as Education and Health, which have a role in contributing to and delivering VAWDASV policy. It involves policy makers, commissioners and delivery agencies in a partnership which will formalise the culture of collaborative working which already exists in Wales.

Issues

8. The revised regional VAWDASV strategy continues to recognise that anyone (women, men, children and young people) can experience and be affected by VAWDASV. It addresses violence and abuse directed towards women, men, girls and boys and violence and abuse perpetrated by men and women. It acknowledges that it can happen in any relationship regardless of sex, age, ethnicity, gender, sexuality, disability, religion or belief, income, geography or lifestyle. However, it is acknowledged by partners involved in the strategy’s development that women and girls are disproportionately affected by domestic abuse, rape and sexual violence, sexual exploitation (including through the sex industry), modern day slavery, forced marriage, female genital mutilation, child sexual exploitation and abuse, stalking and sexual harassment.
9. Whilst recognising the new national strategic direction, partners involved in the development and implementation of this strategy have agreed that the vision, aims and objectives set in 2018 remain relevant for this revised regional strategy. Therefore, the Vision and Aims for 2023-2028 are as follows:

Vision

People who live, work and visit Cardiff and the Vale of Glamorgan have the opportunity to live positive, independent lives without being affected by violence and abuse.

Aims (these relate to chapter headings)

Aim 1 - PREPARE

Improve strategic planning and commissioning of VAWDASV services through a more coordinated partnership approach across the region.

Aim 2 - PURSUE

Address perpetrators of VAWDASV by improving intelligence sharing across services and the use of legal powers to disrupt and convict.

Aim 3 - PREVENT

Proactively address negative attitudes and behaviours that have the potential to result in VAWDASV, recognising this as everyone's business.

Aim 4 - PROTECT

Improve the multi-agency response and support to all victims and their children regardless of risk level and needs.

Aim 5 - SUPPORT

Ensure that innovative, flexible and evidence-based services are available to meet the needs of victims experiencing any form of VAWDASV.

Implementation Plan

10. To support these aims, a number of actions have been identified as "We Will" commitments throughout the strategy. A detailed implementation plan is enclosed at Appendix 2 which identifies the detailed actions required of partners to take forward all the commitments set out.
11. The Welsh Government's blueprint approach is being managed through a number of workstreams concentrating on specific areas of activity:
 - Gender-based Harassment in all Public Spaces
 - Workplace Harassment
 - Tackling Perpetration
 - Sustainable Commissioning
 - Children and Young People's Needs
 - Older People's Needs

In addition, there is an over-arching Survivor Voice Scrutiny and Involvement Panel that will be represented at each workstream and the national boards that will ensure the milestones set out in the Blueprint Programme are being delivered through overseeing progress being made through the 6 Workstreams, informed by input from members of the Partnership Board and other stakeholders as required.

12. The regional implementation plan will therefore be a living document, amended as activity arising from the Workstreams is identified. The regional governance arrangements have been refreshed to reflect the Welsh Government's requirements and to address both the distinct local issues but also the wider responsibility for joint working where this is

feasible. The action plan implementation will continue to be monitored through these governance arrangements.

Stakeholder Engagement

13. This is a partnership document between Cardiff Council, the Vale of Glamorgan Council, Cardiff and Vale University Health Board, South Wales Police, the National Probation Service and the specialist third sector organisations operating in the region to identify what we are collaboratively doing to tackle all forms of abuse, especially to women.
14. Representatives of all partners were asked to feed into strategy development workshops and in providing written updates and statistics. Partners agreed to continued use of the existing vision, aims and objectives and the layout and format of the document.
15. A bespoke consultation workshop was held with those with lived experiences of VAWDASV. This 'Conversation Café' was open to both men and women to feed in their specific experiences and thoughts on service delivery – this was developed into a visual representation which can be found in the strategy document.
16. The draft strategy was circulated widely for comments to all relevant partners, including specialist VAWDASV providers, other third sector providers, statutory partners, universities and colleges, and equality organisations.
17. The strategy was presented for pre-scrutiny to the Council's Community and Adult Services Scrutiny Committee on 15th May 2023.
18. Following approval by the Council's Cabinet further consultation will take place with stakeholders before being finalised and published. It is proposed that finalisation of the plan will be delegated to the Director Adults Housing and Communities in consultation with the Cabinet member for housing communities. An Equality Impact Assessment has been undertaken and can be found at Appendix 3, with a Child Rights Impact Assessment at Appendix 4.

City for CEDAW

19. On 30th March 2023, Cardiff Council approved a motion to declare Cardiff a 'City for CEDAW'. CEDAW is the United Nations *Convention on the Elimination of all forms of Discrimination Against Women* which provides a framework, actions and principles that align and support the goals of the VAWDASV (Wales) Act 2015.
20. The Council's corporate plan has a commitment to adopt the principles of the Convention on the Elimination of All Forms of Discrimination Against Women by October 2023. A full action plan will be developed to deliver on this commitment.
21. The regional VAWDASV Strategy also contains a commitment to embed the principles of CEDAW and includes actions to deliver on this

commitment. Appendix 5 sets out how CEDAW is reflected in the Strategy.

22. Cardiff's City for CEDAW commitments will be integrated into the Council's revised Strategic Equality Plan and Workforce Strategy and through these mechanisms actions and developments will be undertaken.

Scrutiny Consideration

23. The Community & Adult Scrutiny Committee is due to consider this item on 15 May. Any comments received will be circulated to the Cabinet meeting.

Reason for Recommendations

24. To comply with the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 regions are required to develop their strategies and arrange for them to be published no later than one year after ordinary elections.
25. The Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028 will ensure that the Council works collaboratively with other relevant partners and stakeholders to address VAWDASV in the Cardiff and Vale of Glamorgan region.

Financial Implications

26. Implementing the regional strategy and the actions and targets set out will need to be met from existing Council funding as well as any approved external grant allocations from Welsh Government and other public sector bodies. One-off funding of £130,000 was allocated as part of the Financial Resilience Mechanism approved as part of the Council's budget proposals for 2023/24.
27. A previous decision has approved that Cardiff Council will act as "regional banker". Where projects are approved with partners, particular care should be taken when determining such partnerships to ensure there are no unintended financial consequences for the Council in undertaking this role and any longer-term risks are mitigated and supported by matching funding commitments. This includes the impact of VAT, property maintenance and service operating costs.

Legal Implications

28. The Welsh Government must prepare a national strategy for the purposes of the Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015. Local authorities and health boards must in turn jointly prepare local strategies.

29. A local strategy must—
- (a) specify objectives which the local authority and the Local Health Board consider will, if achieved, contribute to the pursuit of the purpose of this Act;
 - (b) specify the periods of time within which the local authority and the Local Health Board propose to achieve the specified objectives;
 - (c) identify the actions the local authority and the Local Health Board propose to take to achieve the specified objectives.

Further detail about the requirements of the Act appears in the text of the Report.

30. The Strategy is intended to cover the years May 2023 – May 2028 and must be reviewed no later than May 2028.
31. The decision on whether to adopt the Strategy in accordance with the recommendation in this report has to be made in the context of the Council's Equality Act public sector duties. An Equality Impact Assessment has been undertaken to ensure that the Council has properly understood and assessed the potential impacts of the proposal in terms of equality so that it can ensure that it is making proportionate and rational decisions having due regard to its public sector equality duty.

Generic Advice

32. In considering the matters set out in this report regard should be had, amongst other things, to:
- (a) the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards
 - (b) Public sector duties under the Equalities Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. Protected characteristics are: 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
 - (c) 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

(d) the Social Services and Well Being (Wales) Act 2014 –

Social Services and Well Being (Wales) Act 2014

33. In considering this matter, the decision maker must have regard to the Council's duties pursuant to the Social Services and Well Being Act 2014, and associated regulations and Code of Practice. In brief the Act provides the legal framework for improving the well-being of people who need care and support and carers who need support and for transforming social services in Wales.
34. Section 14 of the 2014 Act and accompanying Part 3 Code of Practice places a responsibility on local authorities, and other public bodies, exercising functions under the 2014 Act to assess an adult where it appears the adult may have needs for care and support. Where a local authority has carried out an assessment which has revealed that the person has needs for care and support then the local authority must decide if those needs meet the eligibility criteria, and if they do, it must meet those needs (section 32 of the 2014 Act and Part 4 Code of Practice (Meeting Need)).
35. Any future provision of services would need to be considered in accordance with the 2014 Act. Local authorities have a general duty under section 1(3) (a) of the 2014 Act to promote wellbeing. Local authorities are required to have regard to this not only when considering decisions in respect of people who need care and support, but when designing and arranging services. In doing so, local authorities must think about whether their approach to arranging and delivering services, supports and promotes the wellbeing of every person, and carer, receiving those services.

Well Being of Future Generations (Wales) Act 2015

36. 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.
37. 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 2023-26.
38. 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.

39. 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
40. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below:
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

HR Implications

41. The Trade Unions have been consulted on the details within the report and are supportive of its recommendations. They will continue to be updated with future developments and workplans. The trade unions are also briefed on a regular basis on actions within the Council’s Workforce Strategy.

Property Implications

42. There are no property implications.

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve the draft Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028.
2. Delegate finalisation of the strategy, to the Director Adults, Housing and Communities in consultation with Cabinet Member for Housing and Communities, following further stakeholder consultation.

SENIOR RESPONSIBLE OFFICER	Jane Thomas Director Adults, Housing and Communities
	12 May 2023

The following appendices are attached:

Appendix 1 – DRAFT Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028

Appendix 2 – DRAFT Regional Strategy Implementation Plan 2023-2028

Appendix 3 – Equalities Impact Assessment

Appendix 4 – Child Rights Impact Assessment

Appendix 5 – “City for CEDAW’ Commitments

Mae'r dudalen hon yn wag yn fwriadol

It's in our hands

Cardiff and Vale of Glamorgan

Violence against Women, Domestic Abuse and Sexual Violence Strategy

2023-2028

Tudalen 35

DRAFT VERSION FOR REVIEW

Statutory Partners



South Wales
Fire and Rescue Service



Gwasanaeth Tân ac Achub
De Cymru



Third Sector Partners



Tudalen 37



Cardiff and Vale College
Coleg Caerdydd a'r Fro

Colleges / Universities



Cardiff Metropolitan University
Prifysgol Metropolitan Caerdydd



ST JOHN'S COLLEGE
CARDIFF



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Executive Summary

Violence against women, domestic abuse and sexual violence (VAWDASV) is a human rights violation with far-reaching consequences for families, children, communities and society as a whole and requires a distinct and proportionate approach by public bodies. In Wales, we have acknowledged this through the VAWDASV (Wales) Act 2015 and the National VAWDASV Strategy 2022-26.

This regional strategy aligns with local and national policy and strategic action plans and it overlaps with the requirements of the national VAWDASV strategy and its six objectives. It is informed by a population needs assessment and the expert voices of survivors and professionals. The strategy is a 'living document' and it is accurate at the time of writing. The strategy will continue to be updated to reflect the most relevant policy drivers and developments. The delivery of its key commitments is overseen by strong regional governance.

LEADING ON QUALITY AND INNOVATION

This strategy outlines the strategic priorities for all partners over the next five years and celebrates our achievements thus far. Our region leads on innovation in a number of areas:

- Our strategic approach changes the narrative on VAWDASV by putting accountability on perpetrators at the forefront of our strategic response. We are the only area in Wales to offer a seamless step up/down provision of interventions for those who cause harm within their intimate relationships that includes: early response for men who are using harm (CLEAR), a therapeutic treatment programme for men who have been violent (Driving Change) and an intensive intervention that works with high-harm and serial perpetrators (Drive).
- Cardiff has declared itself to be a CEDAW City to progress the rights of women and children and ensure equality to all Cardiff citizens.
- The region is piloting a bespoke service to support male victims of domestic abuse and sexual violence.

- In addition to a range of well-established health-based support services for survivors of VAWDASV such as IRIS+, health-based IDVAs and the Wellbeing Centre for FGM survivors, we have a Young Person's IDVA provision for 11-16 year olds. The first of its kind in the health sector in Wales.
- Cardiff is the only area in Wales to have piloted the Safe and Together model to bring radical change to Social Work practice in making perpetrators visible in safeguarding responses that address the needs of the whole family.
- A range of services are available to survivors of all forms of VAWDASV including: sexual abuse, sexual exploitation, female genital mutilation, honour-based abuse and forced marriage.
- We prioritise women's safety in public spaces, especially in the night-time economy.
- Partners in the region have been supported to develop their workplace policies addressing VAWDASV. Cardiff Council has recently produced a Dignity at Work policy which also strengthens the response to VAWDASV, addressing all forms of harassment in the workplace.
- We continue to strive for excellence and in 2022 we commissioned Safe Lives to undertake an independent review into the operation of MARACs in the region to ensure that we continue to provide the best support and protection to survivors.

Tackling VAWDASV requires the input, insight, collaboration and support of all those that deal with these issues on a daily basis, including victims. We continue to fight for equality and safety for all and to seek an end to this damaging and costly scourge on our society.



'It's in our hands' VAWDASV strategy - summary of commitments



Introduction

WE WILL

Tudalen 40

- assist the Welsh Government to implement the actions arising from the Blueprint approach and workstreams.
- ensure this strategy aligns with relevant policy and related action plans, as these are reviewed and renewed.
- develop and implement a CEDAW City action plan.



Prepare

WE WILL

- work with partners across the region to continually improve data collection and analysis.
- ensure the lived experiences of survivors informs ongoing service development and delivery.
- continue to learn from experts.
- support the Welsh Government's Blueprint work to ensure that survivors of all ages receive the support that they need.
- seek to understand the distinct needs and barriers to support that disabled survivors experience, in order to improve access.
- continue to pilot the Cedar Project for male victims to inform formal procurement of a bespoke service.



Pursue

WE WILL

- improve our understanding of sexual violence to develop and enhance our response.
- support partners to implement the new powers originating from legislative changes.
- raise awareness of legislative changes to encourage appropriate reporting, signposting and support.
- continue to place accountability for abuse on those who cause harm.
- tackle perpetration by supporting the Welsh Government's relevant Blueprint workstreams.
- explore accredited and evidence-based programmes that address harmful behaviours related to all forms of VAWDASV and support efforts to secure interventions.

'It's in our hands' VAWDASV strategy - summary of commitments



Prevent

WE WILL

- encourage more schools to embrace the whole school approach to VAWDASV.
- continue to work with universities and colleges to strengthen their response to students experiencing VAWDASV.
- use every opportunity to challenge victim-blaming attitudes and raise awareness of support services.
- continue to ensure the workforce is skilled to identify, refer and support victims and perpetrators.
- support partners to continue to reapply for the White Ribbon status.

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Protect

WE WILL

- agree on and implement the key recommendations from review of Multi-Agency Risk Assessment Conferences (MARACs)
- continue to ensure that children subject to safeguarding are given specialist support to recover from the abuse and trauma they have suffered.
- work with the Regional Safeguarding Board to implement recommendations from the Independent Inquiry into Child Sexual Abuse (IICSA) report.
- ensure there are more safe spaces throughout Cardiff, involving women and girls in their creation.
- strengthen our safeguarding response to honour-based abuse and female genital mutilation by developing clear pathways of support.
- assist partners to update workplace policies to include workplace sexual harassment.
- work with the Welsh Government to implement actions arising from the workplace harassment Blueprint workstream.



Support

WE WILL

- ensure children and young people continue to have access to age-appropriate specialist support.
- gather data and experiences of BME communities to better understand their needs.
- implement recommendations from the Complex Needs Task and Finish Group.
- review all refuge accommodation to ensure that it continues to meet need.

Introduction

This regional strategy does not disregard violence and abuse directed towards men and boys, or violence and abuse perpetrated by women. This strategy recognises that whilst anyone (women, men, children and young people) can experience and be affected, it is women and girls who are disproportionately affected by domestic abuse, rape and sexual violence, sexual exploitation (including through the sex industry), modern day slavery, forced marriage, honour-based abuse, female genital mutilation, child sexual exploitation and abuse, stalking and sexual harassment. This can happen in any relationship regardless of sex, age, ethnicity, gender, sexuality, disability, religion or belief, income, class, geography or lifestyle.

Definitions



The **United Nations Declaration on the Elimination of Violence Against Women** defines this as:

“all acts of gender-based violence that result in, or are likely to result in, physical, sexual, psychological or economic harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life.” This encompasses, but is not limited to:

- Physical, sexual and psychological violence **occurring in the family**, including battering, sexual abuse of female children in the household, dowry-related violence, marital rape, female genital mutilation and other traditional practices harmful to women, non-spousal violence and violence related to exploitation;
- Physical, sexual and psychological violence **occurring within the general community**, including rape, sexual abuse, sexual harassment and intimidation at work, in educational institutions and elsewhere, trafficking in women and forced prostitution;
- Physical, sexual and psychological violence **perpetrated or condoned by the State**, wherever it occurs.

The **Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) 2015** defines specific forms of VAWDASV:

“**Abuse**” means physical, sexual, psychological, emotional or financial abuse;
 “**Domestic abuse**” means abuse where the victim of it is or has been associated with the abuser;

“**Gender-based violence**” means—

- violence, threats of violence or harassment arising directly or indirectly from values, beliefs or customs relating to gender or sexual orientation;
- female genital mutilation
- forcing a person (whether by physical force or coercion by threats or other psychological means) to enter into a religious or civil ceremony of marriage (whether or not legally binding);

“**Sexual violence**” means sexual exploitation, sexual harassment, or threats of violence of a sexual nature;

“**Harassment**” means a course of conduct by a person which he or she knows or ought to know amounts to harassment of the other; and for the purpose of this definition—

- a person ought to know that his or her conduct amounts to or involves harassment if a reasonable person in possession of the same information would think the course of conduct amounted to or involved harassment of another person, and
- “conduct” includes speech.

The partners (outlined on p.2) responsible for this strategy have agreed to adopt the widest definition, acknowledging that not all abuse is perpetrated within intimate partner or familial relationships, but can also be committed by strangers.

Scope

Some forms of abuse disproportionately affect those with protected characteristics. Issues of gender identity (including transgender), race, religion, culture, disability and sexuality can exacerbate vulnerability and can also shape attitudes and behaviours within relationships from both the victim's and the perpetrator's perspectives.

This regional VAWDASV strategy reflects the strategic and policy framework in force and will be amended as national or local policy changes. A number of crime types and issues are naturally referenced in this strategy. These include:

- Coercive control
- Domestic abuse
- Female Genital Mutilation
- Honour Based Abuse and Forced Marriage
- Modern Day Slavery – people trafficking; domestic servitude; labour exploitation
- Sexual violence – Child Sexual Exploitation; Child Sexual Abuse; rape, sexual assault
- Stalking
- Street harassment
- Workplace harassment
- Perpetrators of all of the above

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Our Vision

People who live, work, study in and visit Cardiff and the Vale of Glamorgan have the opportunity to live positive, independent lives without being affected by violence and abuse.

Our Aims

This regional Strategy sets out how all partners will shape and deliver responses to all forms of violence against women, domestic abuse and sexual violence across the region over the next 5 years.

A separate action plan will take forward the issues identified in this strategy. These actions will be continually monitored with partners to inform a report of progress published annually as has been the case over the past five years. This will ensure that the Strategy remains focused and relevant.

This is the second regional Strategy and all partners have agreed that the following key aims remain relevant. These aims reflect the requirements of the revised Welsh Government national strategy (see page 9). Each of these aims will be addressed in a separate chapter, although it is acknowledged that many issues are cross-cutting.

Aim 1 - PREPARE

Improve strategic planning and commissioning of VAWDASV services through a more coordinated partnership approach across the region.

Aim 3- PREVENT

Proactively address negative attitudes and behaviours that have the potential to result in VAWDASV, recognising this as everyone's business.

Aim 5 - SUPPORT

Ensure that innovative, flexible and evidence-based services are available to meet the needs of victims experiencing any form of VAWDASV.

Aim 2 - PURSUE

Address perpetrators of VAWDASV by improving intelligence sharing across services and the use of legal powers to disrupt and convict.

Aim 4 - PROTECT

Improve the multi-agency response and support to all victims and their children regardless of risk level and needs.

Regional Partners



This strategy has been developed with the cooperation and collaboration of the statutory partners across the region as listed on p.2. Third sector partners throughout the region have been involved in the development of this strategy as key stakeholders in the delivery of the frontline response to victims and are listed on p.3.

Most importantly, this strategy has been developed with the input and insights of survivors of VAWDASV, through direct consultation and activities that have informed the development of the action plan.

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Victim or survivor?

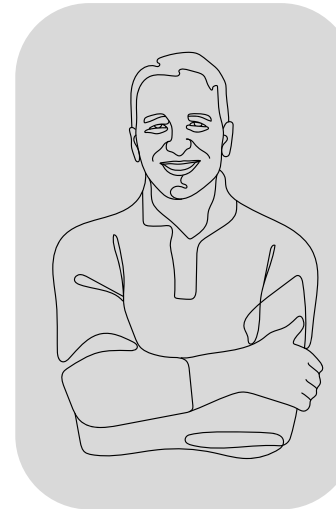
The words 'victim' and 'survivor' have very different connotations. Being a 'victim' can imply helplessness and pity, being trapped and having something done to you that you are not in control of, which might not adequately describe some people's experiences of VAWDASV. However, the term 'survivor' recognises that people are able to take control of their own lives; it implies progression over stagnancy, and many choose it because it serves as a term of empowerment. Some people exclusively use the term 'survivor' over 'victim', and vice versa. People are not either 'survivors' or 'victims' because it's equally possible to be both, depending on the context of the experience.

However, for simplicity and clarity to a wide-ranging audience, this strategy has used the term 'victim' to refer to those that have recently, or are currently experiencing VAWDASV and for those who are not aware or accepting that what they are experiencing is abuse.

'Survivor' is used to refer to those that have overcome their abusive situations, whether as a result of their own actions and/or following engagement with statutory or other support services.

What about men?

"I left with only the work clothes I was wearing, £200 but actually with the biggest smile on my face ever. I was free!" - Male victim



All partners in the region know that men can also be victims of domestic abuse, sexual assault, forced marriage, trafficking and honour-based violence and have acknowledged this throughout the strategy and continue to highlight this at all public events and staff training.

The VAWDASV Act addresses domestic abuse and sexual violence perpetrated against all people in Wales, while recognising that women and girls are disproportionately impacted by much of the violence and abuse covered by the Act.

This strategy aligns itself with the Act by recognising that, for this reason, a sex-based and gendered approach is required.

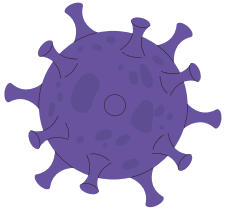
Work continues to ensure that our communities recognise that violence and abuse perpetrated by anyone is unacceptable and does not have a place in our society. With our specialist partners, we will continue to address any gaps whilst continuing to support services that are already in place, targeting additional resources where there is greatest need. The views of victims will be integral to this.

Finally, this strategy champions the Welsh Government Live Fear Free Helpline which provides information and advice for **everyone** affected by domestic abuse and sexual violence including men who are victims of abuse, friends and professionals who may be looking for advice on how best to support them.

Our journey so far...

The previous 2018-2023 strategy was developed at a time of challenges: new legislative duties on statutory bodies, continuing austerity leading to unprecedented budget cuts and an increasing demand for services. This was further impacted through the unique position of managing demand and service delivery during a global pandemic and a cost of living crisis. Despite these challenges, partners in the region have ensured that victims have continued to have access to specialist services that have been sensitive in their response during this difficult time. Some of the region's successes that have been highlighted in annual progress reports, are shown below:

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Responded to the COVID-19 Pandemic

- Increased refuge provision
- Extended the Health-based IDVA service
- Creatively used all available funding - both capital and revenue
- Offered a blended delivery model (both in person and online)
- Highlighted need for extra vigilance for all employees/volunteers working online

Opened a new One Stop Shop in Cardiff



Commissioned specialist provision



Specialist Domestic Abuse Service



Specialist Violence against Women, Domestic Abuse and Sexual Violence Service (Women)

The **Cedar Project** is a specialist provision for men impacted by domestic and/or sexual violence



Gave input to formal consultations

- Welsh Government Relationship and Sexuality Education Guidance
- Police and Crime Commissioner's violence against women and girls (VAWG) strategy
- Single Unified Safeguarding Review
- Domestic Abuse (2021) Act & Guidance
- Welsh Government VAWDASV Strategy
- Gloucester University Target Hardening Survey



Communications campaigns

- Annual White Ribbon Calendar of Events
- Over 300 packs sent to schools and universities
- Over 800 information packs to businesses in the beauty industry and over 300 packs to gyms, and related fitness centres and clubs
- 1,848,000 bus tickets advertising Live Fear Free helpline

Implemented new processes and services



- Established daily discussions (in addition to MARACs)
- Established the Higher & Further Education VAWDASV group
- Implemented elements of Change That Lasts
- New perpetrator programmes delivered
- Developed a regional Ask & Act Policy
- Implemented a regional model for children and young people at the SARC
- Rolled out IRIS to all GP surgeries

Policy and legislative context

World:

VAWDASV has been acknowledged by the Council of Europe, in the form of the Council of Europe Convention on preventing and combating violence against women and domestic violence also known as the **Istanbul Convention**. The Convention was adopted by the Council of Europe on 7 April 2011 and came into force on 1 August 2014. There is recognition from the United Nations, in the form of their Declaration on the Elimination of Violence against Women, and most recently in the UN Sustainable Development Goals 2030 that prioritises gender equality through goal 5. The International Day for the Elimination of Violence Against Women and Girls is celebrated globally on 15th November each year.

The **Convention on the Elimination of Discrimination Against Women (CEDAW)** provides a framework for states to take responsibility for tackling discrimination against women through a comprehensive set of rights for women in a variety of areas including civil, political, social and cultural rights.

Wales:

The purpose of the **Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015** is to improve prevention, protection and support for people affected. The resulting national strategy provides the leadership and direction which promotes consistency and best practice in the way in which violence against women, domestic abuse and sexual violence is prioritised and tackled across Wales, with the aim of “making Wales the safest place to be a woman.” The second edition of the national strategy contains the following objectives:

- 1 - Challenging public attitudes
- 2 - Increase awareness of healthy relationships
- 3 - Holding perpetrators to account
- 4 - Make early intervention a priority
- 5 - Relevant professionals are trained
- 6 - Provide responsive services

These will be brought together under a blueprint for action detailing activity required to realise these goals.

United Kingdom:

In November 2022, the UK became the 37th State to ratify the **Istanbul Convention** but reserved article 59 which sets out state obligations to provide protection to migrant women.

The UK Government's **Domestic Abuse Act (2021)** introduced a number of legislative changes outlined in page 30. The Act creates a statutory domestic abuse definition that emphasises emotional and financial abuse, controlling and coercive behaviours. It establishes in law the office of Domestic Abuse Commissioner and set out the Commissioner's functions and power. It also provides for a statutory domestic abuse perpetrator strategy.

Serious Violence Duty - the Police, Crime, Sentencing and Courts Act (2022), places a new statutory duty on a number of public sector agencies including the police, health and education to work together to prevent and tackle serious violence.

Cardiff and Vale of Glamorgan Region:

The Violence against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 placed a number of duties on local authorities and statutory organisations to develop regional strategies, comply with the National Training Framework, including a duty to Ask and Act, and to ensure that this agenda is referenced across Education services. This regional Strategy therefore identifies how these duties are being tackled in the region and how it will support the national strategy to prevent, protect and support those affected by VAWDASV.

Policy and legislative context

The **2022-26 Welsh Government VAWDASV Strategy** set outs a vision to make Wales the safest place in Europe to be a woman focusing both on the private sphere and public spaces. The strategy's blueprint creates a whole system, multi-agency, multi-disciplinary approach that brings together different organisations and voices including:

- Statutory, third sector and private sector
- Devolved and non-devolved bodies
- Experts by experience and representative voices (e.g. Older People's Commissioner).

The Blueprint approach will implement a shared governance structure led by a new co-chaired, Ministerial-led National Partnership Board that will oversee the work of regional boards to ensure they deliver the all-Wales approach whilst reflecting regional difference. This regional strategy will support the delivery of the Blueprint's workstreams:

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1. street harassment and safety in public place
2. workplace harassment
3. tackling perpetration
4. sustainable commissioning
5. Older people
6. Children and young people's needs
7. survivor voice

It is informed by the following principles that underpin the National Strategy:

- A comprehensive understanding of VAWDASV
- Tackling male violence
- An equalities approach
- Survivor's voice
- Trauma-informed
- Collaborative working and co-production

It will also align its commissioning and service expectations to the Welsh Government's National Framework of Standards.

The ways that the regional strategy overlaps with the requirements of the national strategy and its six objectives are set out in the diagram below.



We will:

assist the Welsh Government to implement the actions arising from the Blueprint approach and workstreams.

Policy and legislative context

In addition to the VAWDASV (Wales) Act 2015, and the national VAWDASV Strategy 2022-2026, there is a range of other Welsh legislation and policy that impacts on the delivery of this regional strategy:

Welsh Government's **Social Services and Well-being (Wales) Act 2014** reformed social care in Wales, ensuring that those with care and support needs achieve improved outcomes.

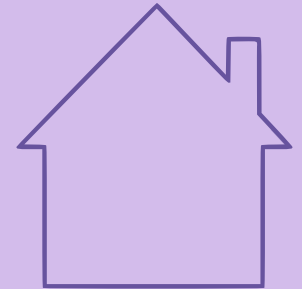
The **Well-being of Future Generations (Wales) Act 2015** set out seven wellbeing goals that aim to improve the social, economic, environmental and cultural well-being of Wales. The Act also established Public Service Boards for each local authority area in Wales who must prepare and publish a Local Well-being Plan.

The draft **Local Well-being Plan for Cardiff for 2023-2028** specifically highlights the following priorities to:

- Tackle all forms of VAWDASV, and take action to strengthen the support available to victims, including agreeing an updated VAWDASV Strategy.
- Work in partnership to identify vulnerability and prevent harm in the evening and night-time economy.
- Safeguard those at risk of exploitation and those who have been a victim of crime. This includes embedding a contextual approach to safeguarding across Cardiff and the Vale of Glamorgan.
- Respond in partnership with the Vale of Glamorgan, to the new statutory Violence Prevention Duty, underpinned by a public health-based approach to violence reduction.

The Housing (Wales) Act 2014 reformed homelessness duties for local authorities.

This is further supported by the **Welsh Government's Ending Homelessness in Wales: A high level action plan 2021-2026** which identifies actions that will be taken to ensure that homelessness is brief, rare and non-repeated.



Furthermore, the Welsh Government's Rapid Rehousing Transition Plan guidance outlines the steps for local authorities and partners to take to work towards the model whereby homeless people are provided with permanent housing as quickly as possible, rather than spending long periods of time in hostels or temporary accommodation. **The Renting Homes (Wales) Act 2016**, implemented from 1st December 2022, focuses on improving the process of renting and managing residential properties in Wales. It provides new occupation contracts for tenants of private and social rented properties and those in supported housing, including refugees.

This strategy takes due consideration of national action plans and strategies:

- Anti-racist Wales Action Plan (2022)
- LGBTQ+ Action Plan for Wales (2021)
- Substance Misuse Delivery Plan (2019-22)
- Together for Mental Health Delivery Plan (2019-22)
- Children and Young People Plan (2022-23)

We will:

ensure this strategy aligns with relevant policy and related action plans, as these are reviewed and renewed.

Policy and legislative context

The **Tackling Violence against Women and Girls: a Joint Strategy 2019 – 2024** developed by the South Wales Police & Crime Commissioner and Chief Constable and partners identifies four priority areas for action: Enhanced Collaboration, Prevention and Early Intervention, Safeguarding and Perpetrators.

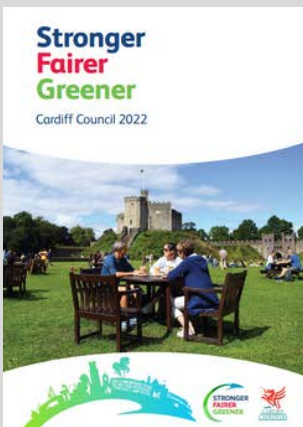
The strategy also makes a clear commitment to holding perpetrators and those who cause harm to account, whether this is through the criminal justice system or through programmes and interventions that aim to give them the necessary skills to change their behaviour.

This strategy, therefore has cross-cutting impact on a number of regional strategic priorities, as these have been identified by the Regional Safeguarding Board, the Regional Partnership Board and the Regional Area Plan.

At the time of writing, the Vale of Glamorgan Council are developing their Community Safety Partnership Strategy. VAWDASV is included in the Corporate plan and the Community Safety and Wellbeing service plans that make a commitment to the development and delivery of the 'In Our Hands' Regional VAWDASV Strategy.

Cardiff Council has identified the following specific objectives in its five year strategic plan, '**Stronger, Fairer, Greener**' 2022:

- Work with partners to tackle all forms of violence against women and girls, domestic abuse and sexual violence, and take action to strengthen the support available to victims, including agreeing an updated Violence against Women, Domestic Abuse and Sexual Violence Strategy and undertaking a full review of refuge accommodation in the city.
- Implement a Whole School Approach to preventing gender-based violence and abuse in education and other youth settings.
- Protect vulnerable young people from exploitation and address the recent rise in serious youth violence through developing a robust, integrated, data-led approach across Council and partner services that work with young people.



The cost-of-living crisis has again highlighted that women are impacted more negatively than men as their relative economic and social power is less than most males. For example, according to the 2021 ONS figures, despite there being more women than men living in Cardiff (all ages), fewer women are in employment, women are paid less, more women are (unpaid) caregivers and run fewer companies or SMEs.

At its Full Council meeting on 30th March 2023, Cardiff Council adopted a Motion to declare the capital a City for CEDAW. CEDAW is the United Nations Convention on the Elimination of Discrimination Against Women which provides a framework, actions and principles that Cardiff Council can take that align and support the goals of the VAWDASV (Wales) Act 2015. This Convention also overlaps with the Convention on Preventing and Combating Violence Against Women and Domestic Violence, which is also known as the 'Istanbul Convention' that has partially been ratified by the UK Government.

The UK Government is responsible for equality legislation and is accountable to CEDAW for equality across the UK. However, this issue has been devolved to Wales. Therefore, Cardiff Council will ensure that the Deputy Director of Communities in the Welsh Government will be apprised of the activity identified to ensure Cardiff is truly a CEDAW City..

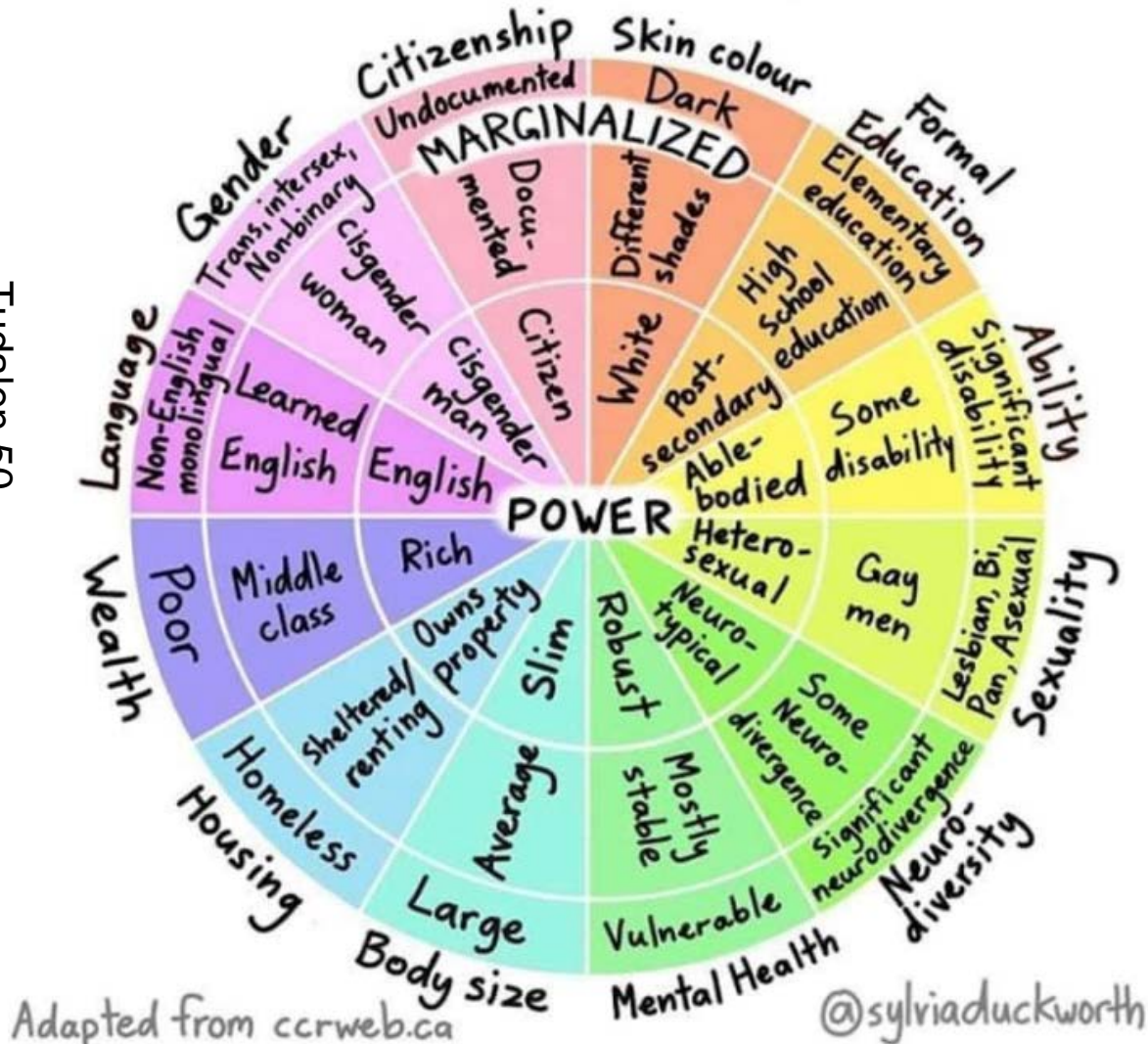
We will:

develop and implement a CEDAW City action plan

Intersectionality

WHEEL OF POWER/PRIVILEGE

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Survivors' experiences and needs are shaped by different aspects of their identities and how this positions them in society's power structures. In 1989, Kimberley Crenshaw[1] coined the term **Intersectionality** to describe the experiences of sexism and racism that Black women experience. Recognising that Black women's experiences of racism differ significantly to those of Black men and equally their oppression as women differ to that of white women, she calls attention to the different way that their identities interact. Since then, intersectionality has been a useful lens in understanding and addressing the needs of other marginalized communities and the complexity of the discrimination and disadvantages that they experience.

The Ecological Model

VAWDASV is not inevitable and our strategy places equal significance on working upstream to prevent VAWDASV from happening, as it does on dealing with the aftermath of abuse, supporting survivors and pursuing perpetrators.

We apply the ecological model that outlines how individual beliefs and attitudes that condone VAWDASV are shaped by wider societal structures, and social expectations that perpetuate harmful stereotypes and inequalities. These attitudes are shaped in families and peer groups and are influenced by societal expectations about the role of men and women in society. They are further reinforced by the policy and legislative framework.

In order to tackle a VAWDASV, a multi-agency and multi-level strategic response is required at individual, interpersonal, community and societal levels.

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Chapter 1

PREPARE

One Region - Two Communities

Whilst both areas are geographically close, Cardiff and the Vale of Glamorgan differ in their individual geography and their population. Since the last census in 2011, the population of Cardiff grew by 4.7% (2nd largest population growth in Wales) and by 4.3% in the Vale of Glamorgan (4th largest population growth).

As a region, we recognise the unique needs of our different communities and acknowledge the hard work of partners in responding to these unique differences.

Cardiff

Cardiff alone has the highest population and highest population density in Wales at 2,572 residents per km², with the Vale over twice the Wales average (150) at 398.

Tudalen 53 It has a thriving night-time economy, a large student population, Black and minoritised communities (86,019 individuals) and LGBTQ+ population (21,851 individuals). As a result, many of the victims and perpetrators of VAWDASV may be new arrivals or visitors to the city and be unaware of local services and interventions making them vulnerable to extended trauma and re-victimisation.

The presence of different communities may result in higher prevalence of certain forms of abuse such as Honour-Based Abuse (HBA) including Female Genital Mutilation (FGM), sexual exploitation, human trafficking and modern slavery, sexual harassment and sexual abuse linked to the



night-time economy.

This has resulted in targeted services that respond to need but also engage with communities to raise awareness.

Vale of Glamorgan

The Vale of Glamorgan has seen the second largest increase in the over 65 population since the last census. Older people may have additional vulnerabilities such as cognitive impairment; and face barriers such as a perception that services are not for them; stigma; and fear of consequences.

The population in the Vale of Glamorgan tends to be more dispersed in rural communities. Research by the National Rural Crime Network suggest that rurality and isolation are weaponised by perpetrators to isolate their victims. This results in abuse lasting on average 25% longer and increasing the risk of harm - "*the more rural the setting, the higher the risk of harm.*"

It's crucial to understand the local population to plan services and interventions with their distinct needs in mind. It is worth acknowledging though that survivors of domestic abuse may be fleeing from any area of the country and their support networks. As a result, they may experience barriers and isolation and may require additional support.

Similarly, the local population may travel for work and leisure to Cardiff. Their experiences of abuse in those settings may be missed from local crime statistics even though survivors rely on local services for support.

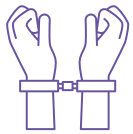


This is a broad analysis of population needs in the region and should not ignore that pockets of different communities occupy both regions.

Regional Overview

The Cardiff and Vale of Glamorgan region covers some 475 squared kilometres and comprises 41 separate wards (13 in the Vale of Glamorgan and 28 in Cardiff).

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1 prison



189 schools



10 hospitals



12 colleges/
universities

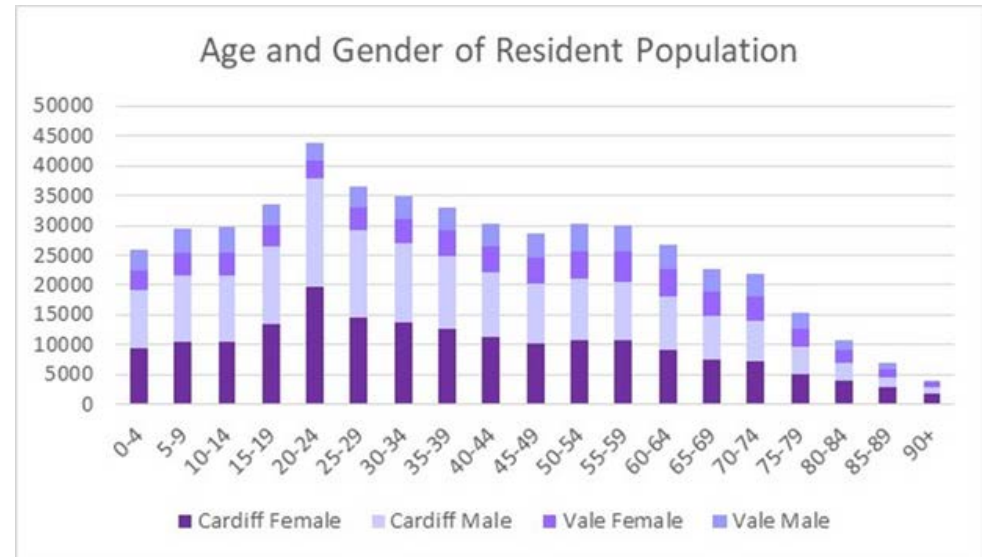


14 police
stations



2 Gypsy/Traveller
sites (80 pitches with
400 individuals)

As at the 2021 Census, there was a total population of 494,200; comprising 352,100 households. The following breakdown are for adults (19+) and children and young people (under 19).



Planning and commissioning services relies on robust data that informs our understanding of survivors needs so that we can target resources appropriately and reduce duplication. This includes:

- Population data
- Service users' background and needs
- Services delivered
- Gaps in provision
- Trends and changes
- Input from experts by experience and professionals



We will:

work with partners across the region to continually improve data collection and analysis.

Regional Needs Analysis

SEX

The sex split in the region is equal with women making up 51% of the population and men 49%.

AGE

Whilst the 20-24 age group remains the largest, the region has an ageing population with an upward trend in all groups over the age of 50. The 70-74 age group has seen the most significant increase (34% increase in Cardiff and 41% increase in the Vale of Glamorgan) since the 2011 census. The growth of the 65 population in the Vale of Glamorgan has been particularly prevalent in the Western Vale. The current and projected growth in the region's older population will lead to a growth in the numbers of older people with complex care needs and a greater demand for health and care services.

SEXUALITY/ GENDER IDENTITY

Cardiff has the largest population in Wales that identifies as LGBTQ+ at 5.34% whereas the figure for the Vale of Glamorgan is 3.07% (census 2021).

DISABILITY

Approximately 1 in 5 people in the region are disabled Almost 1 in 10 (8.6% in the Vale of Glamorgan and 9.5% in Cardiff) are disabled under the equality act and their 'day-to-day activities were limited a lot' (Census 2021)

WELSH LANGUAGE

The number of Welsh speakers in Cardiff aged 3 and above has increased significantly in recent years. According to the 2022 Annual Population survey, Cardiff has the highest number of Welsh speakers in Wales (102,400). This is 28.5% of the Cardiff population. The number of people over the age of 3 who can speak Welsh in the Vale of Glamorgan is 25,900 (20.7%).

ARMED FORCES

In 2011, the Vale of Glamorgan had the largest Armed Forces population in Wales. 1,102 males and 41 females aged 16 and over in the Armed Forces and resident in the Vale of Glamorgan. The population is linked to the MOD base St. Athan in the Local Authority.

ETHNICITY

The ethnic make-up of the population in the region has changed significantly over the last decade.

According to the 2021 census, 21% of the population in Cardiff are from a Black and minoritised background (up from 15% in 2011).



More than one in three (36%) of children in Cardiff are from an ethnic minority background.

The Black and minoritised population in the Vale of Glamorgan increased by 50%. It rose from 3.6% of the overall population in 2011 to 5.4% of the population in 2021. There have also been notable changes in residents' stated religion. In 2001, the majority of respondents (73%) said that they were Christian. In 2011, the proportion fell to 58.1%.

ECONOMIC ACTIVITY

The number of those economically active in the region has risen marginally but due to the simultaneous population growth the percentage has fallen. (Census, 2021). The definition of 'economically active' in this instance includes those in employment and full time students.

	Economically Active Residents (Cardiff & Vale)				Percentage point change
	Active 2011 (number)	Active 2021 (number)	Active 2011 (%)	Active 2021 (%)	
Cardiff	160,377	160,440	56.6	54.1	-2.5
Vale of Glamorgan	59,274	59,915	57.8	55.8	-2

Regional Needs Analysis

A SNAPSHOT

South Wales police recorded 11,347 domestic abuse related incidents in 2018/19 and 10,138 in 2021/22. A total of 1,127 crime offences for modern day slavery, rape, sexual assault and stalking (non-domestic) were recorded in 2018/19 and 1,436 in 2021/22.

The RISE service in Cardiff, Atal y Fro service in the Vale of Glamorgan and the DYN project for male victims in the region received referrals for 7,313 survivors of domestic abuse in 2019/20 and 7,975 in 2020/21, a 9% increase.

	2019/20	2020/21
Number of Public Protection Notices (PPNs)	Waiting for data	9,636
Multi-Agency Risk Assessment Conference (MARAC)	897	1,003
RISE	6,263 referrals 1,158 high risk	6,725 referrals 1,475 high risk
Atal y Fro	843 referrals 427 high risk	1,054 referrals 553 high risk
DYN Project	207	196
Health Independent Domestic Violence Advocate	259	453

MALE VICTIMS

Men can be victims of domestic abuse and sexual violence. Based on Public Protection Notice (PPN) submissions in 2020/21 in Cardiff and the Vale of Glamorgan, approximately 20% (2,021) are male and 80% (8,609) are female. Note that PPNs are submitted when there is concern, and may not constitute a crime. Additionally, these figures may contain repeat victims and so should be interpreted cautiously. In 2017, 4% of cases discussed at Cardiff's Multi-Agency Risk Assessment Conference (MARAC) and 5% of cases discussed in Vale of Glamorgan MARAC were male. The Health Independent Domestic Violence Adviser (IDVA) service at Cardiff and Vale UHB received 66 referrals for men alleging abuse in 2020/21. Men are the perpetrators in a majority of cases.

SEXUAL VIOLENCE

In 2019/20, the sexual assault referral centre (SARC) received 465 referrals which increased to 737 in the following year. This included 19 children for 2019/20 and 118 children in 2020/21. The number of children on the child protection register due to sexual abuse increased from 25 in 2019/20 to 54 in 2020/21 representing a 116% increase. The proportion of the overall numbers with this factor has also increased from 2.64% of all registrations to 7.61% of all registrations due to sexual abuse.

CHARACTERISTICS CONFERRING INCREASED RISK

Individuals with specific characteristics may be at disproportionate risk of abuse and may experience additional and overlapping barriers with seeking help. This may include Black and minoritised women, asylum seekers and refugees, disabled people and older people.

- Every year the Cardiff VAWDASV service RISE supports around 400 Black and minoritised survivors.
- In Cardiff, the StreetLife project has worked with over 150 individuals exploited through the sex industry, but this is likely to be an underestimation given that many will not come to the attention of the authorities and services.
- Approximately 10% of sexual violence survivors who access the regional sexual assault referral centre (SARC) are LGBTQ+ with an upward trend in the number of trans survivors.

Equality and Diversity

Working to the Equalities Act 2010 and the Welsh Language Act 1993 which has been further amended by the Welsh Language Measure 2011, all partners in the region are mindful how they respond to the diverse needs of victims including how they engage with, and meet the needs of, victims (including children) with protected characteristics. Partners share the values of being open-minded and respectful and have a commitment to equality and diversity, acknowledging individuality and recognising that people are not a homogenous group of victims.

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Age	<ul style="list-style-type: none"> Acknowledge and understand the impacts of VAWDASV on older people seeking support and tailor services appropriately. Deliver a range of age-appropriate therapeutic interventions for children and young people.
Disability	<ul style="list-style-type: none"> Ensure equitable access to services, especially information and advice and in accommodation-based support. Develop referral pathways into other specialist support such as mental health and substance misuse services.
Gender Reassignment	Have clear policies and procedures in place for delivering services to transgender victims, especially in shared accommodation-based settings and in group work – both in terms of keeping the victim safe and managing any impact.
Pregnancy & Maternity	Service provision should acknowledge and understand how VAWDASV is impacting on a survivor’s own wellbeing and on their capacity to form positive attachments and effectively parent their children.
Race	Provide sensitive and appropriate services for all survivors but specifically for those from a Black and minoritised background who may experience additional barriers that may affect their ability to seek help and support and who may have additional needs.
Religion/ Belief	Have an awareness of the different requirements of a survivor’s religion/belief and meet these needs wherever possible, for example the use of prayer/contemplation rooms in the accommodation-based support settings.
Sex	<ul style="list-style-type: none"> Deliver services that are informed by a gendered understanding of VAWDASV to reflect the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) 2015 Act. Ensure that children of any sex or gender accompanying a victim are provided with appropriate support and positive mentoring.
Sexual orientation	Acknowledge and understand the effects of sexual orientation on the abuse experienced by LGBTQ+ survivors.
Welsh Language	Facilitate response to initial enquiries in the Welsh language and ensure that all publicity materials regarding services are bilingual.

An overview of equality and diversity



Equality is everyone getting a pair of shoes.



Diversity is everyone getting a different type of shoe.



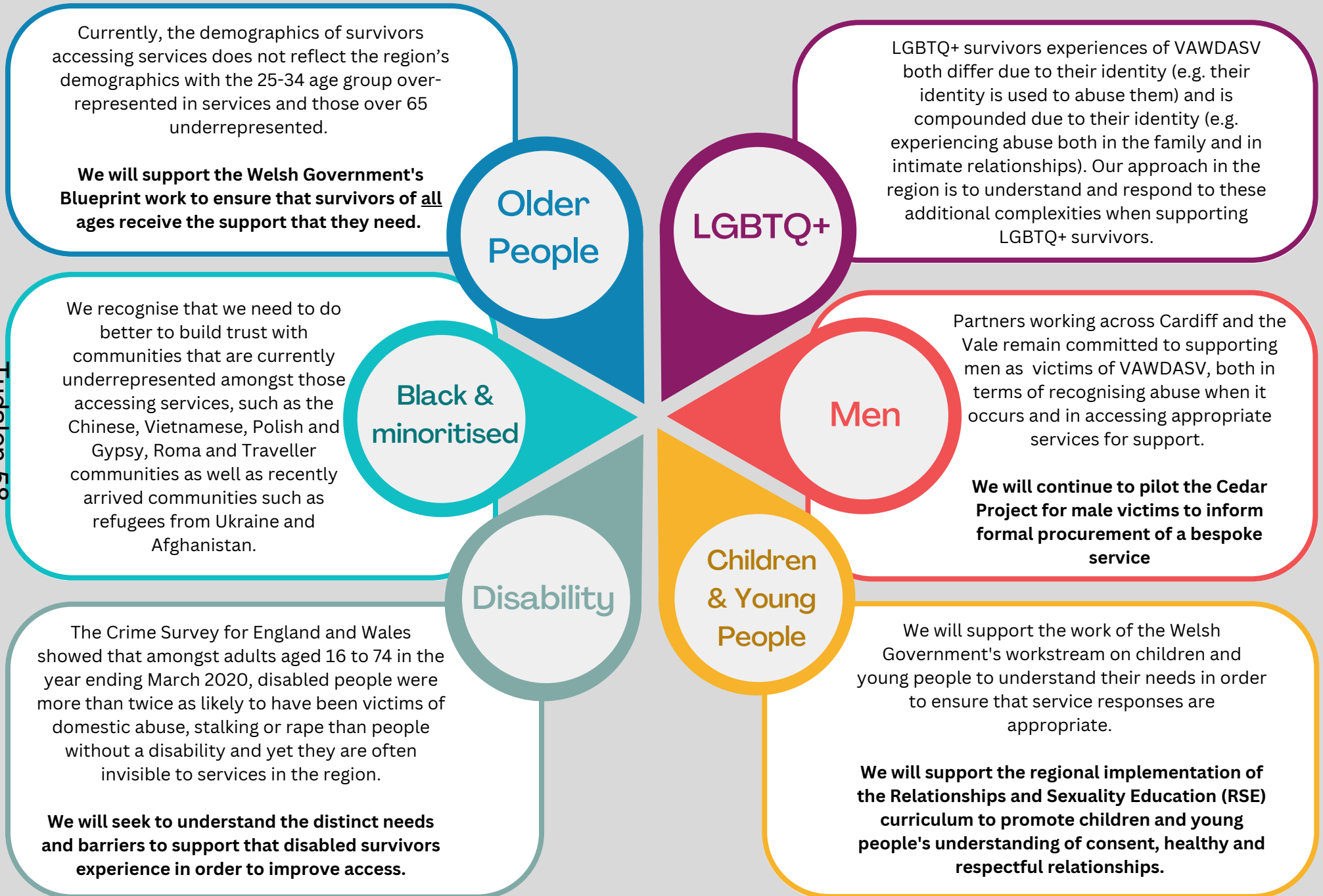
Equity is everyone getting a pair of shoes that fits.



Acceptance is understanding we all wear different kinds of shoes.



Belonging is wearing the shoes you want without fear of judgment.

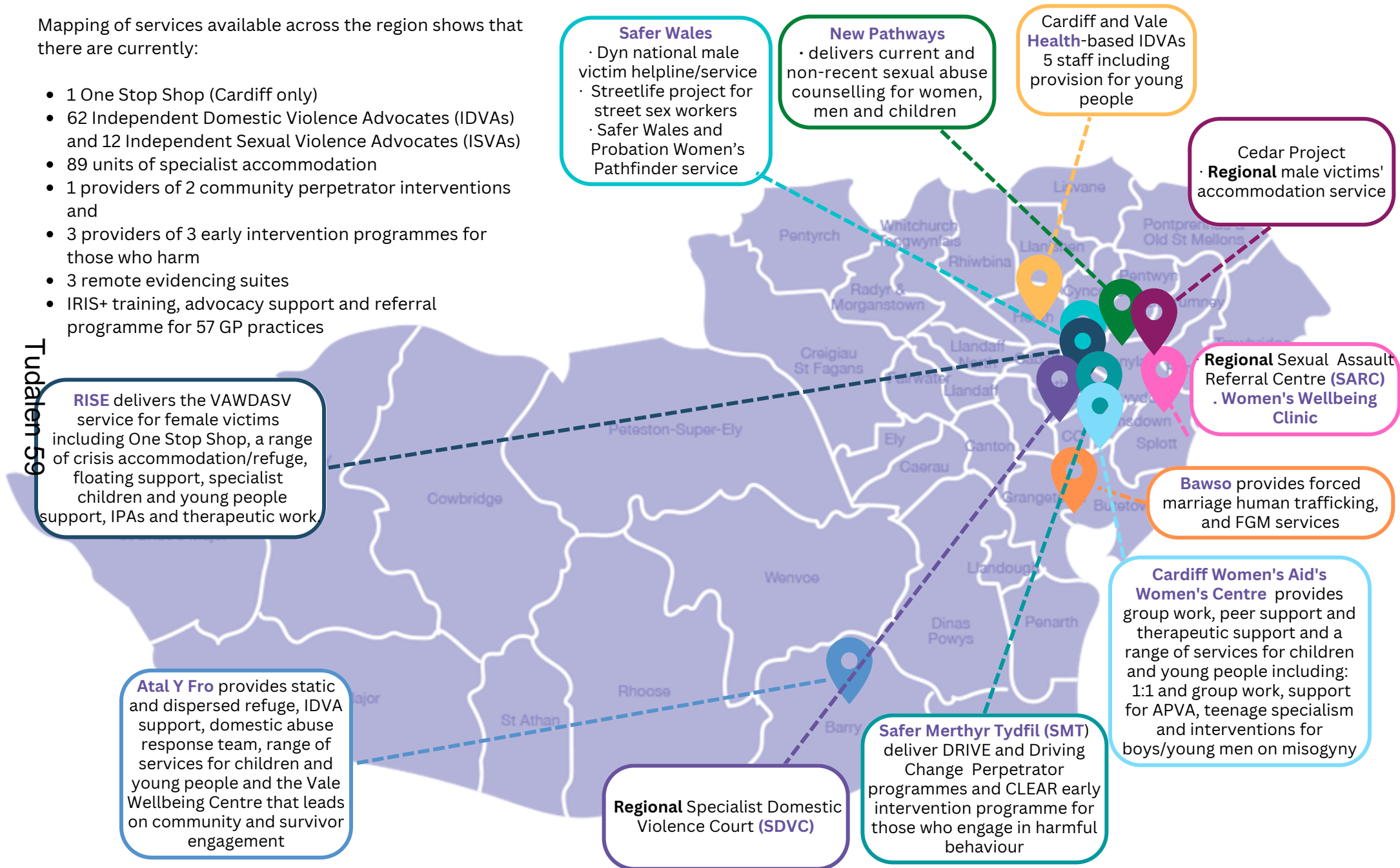


Available regional specialist services

Mapping of services available across the region shows that there are currently:

- 1 One Stop Shop (Cardiff only)
- 62 Independent Domestic Violence Advocates (IDVAs) and 12 Independent Sexual Violence Advocates (ISVAs)
- 89 units of specialist accommodation
- 1 providers of 2 community perpetrator interventions and
- 3 providers of 3 early intervention programmes for those who harm
- 3 remote evidencing suites
- IRIS+ training, advocacy support and referral programme for 57 GP practices

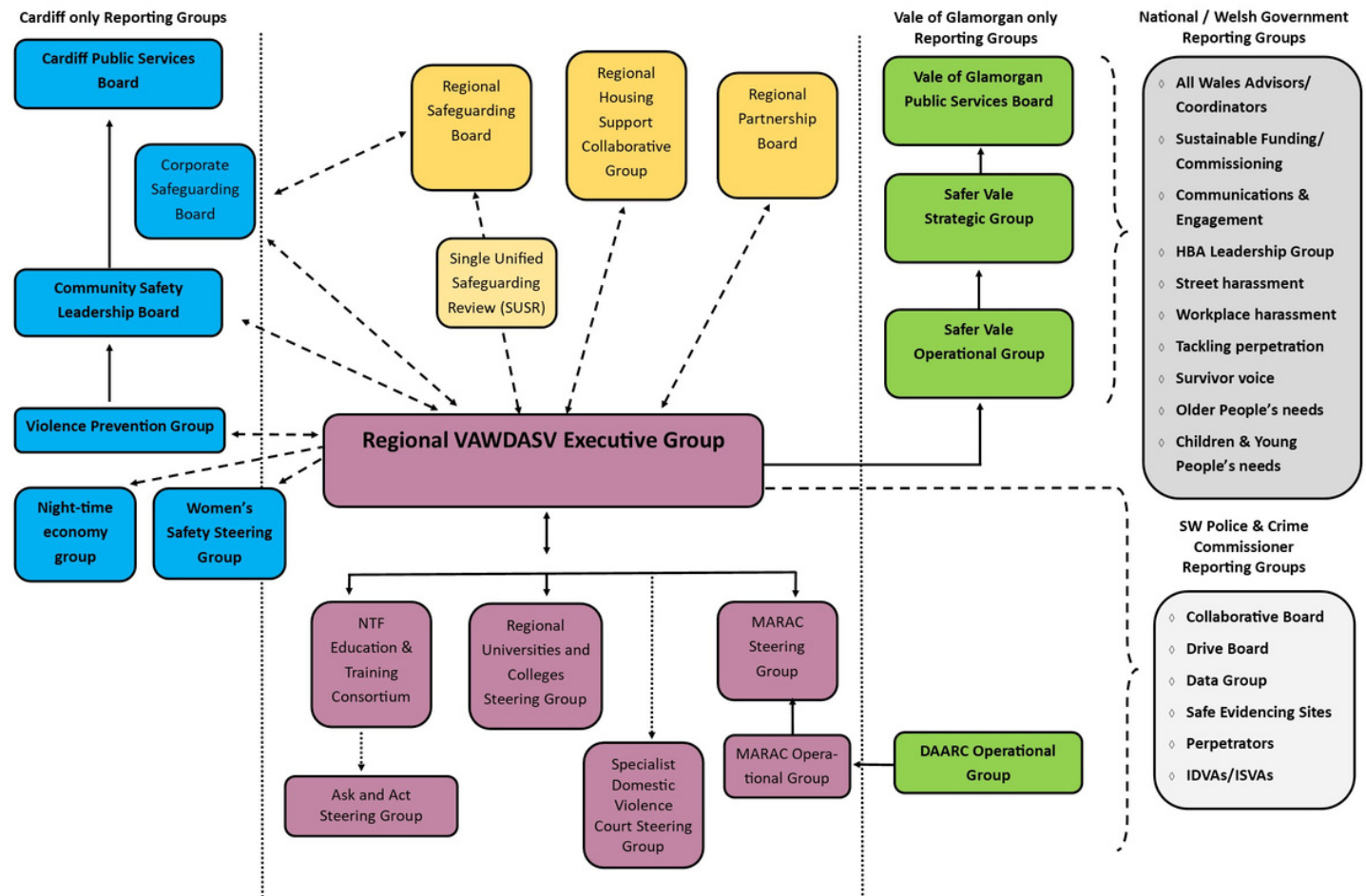
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Governance

The below diagram provides the proposed governance structure to be adopted in the region. There will continue to be a degree of reporting through local authority governance and oversight arrangements. This regional structure will be continually monitored and reviewed to remain in line with other relevant structures. Each sub group will have responsibility and lead on different elements of the delivery plan and report to the Executive Group on a quarterly basis.

Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Reporting Structure wef. Apr 2023



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- We are implementing our agreed recommendations from the Safe Lives review and have a single MARAC Steering Group for the Region.
- The Domestic Homicide Review Panel will be replaced by the Single Unified Safeguarding Review Panel feeding to the Regional Safeguarding Board.
- Partners will continue to support work to tackle VAWDASV across the South Wales through the South Wales Police and Crime and Commissioner's Reporting Groups.
- We will support the Welsh Government's implementation of the national VAWDASV strategy through the blueprint approach, workstreams and leadership groups.
- VAWDASV issues will continue to be fed into other regional and over-arching governance arrangements (Regional Safeguarding Board, Regional Partnership Board and Regional Housing Support Collaborative Board)

Regional Commissioning Approach

People will forget what you said, people will forget what you did, but people will never forget how you made them feel. – Maya Angelou



The region is fortunate to have a range of funding sources to help with testing new ways of working or to offer meaningful contracts for the delivery of key services.

The majority of the funding used for VAWDASV services is from the Welsh Government’s Housing Support Grant which funds staffing for refuges and floating support services. The South Wales Police and Crime Commissioner similarly makes a large contribution to the region through control of his own and, more recently, Home Office/Ministry of Justice funding.

Any capital funding is usually made available from Welsh Government and the region has benefited from a variety of awards over recent years. Cardiff Council acts as the Regional Banker for Welsh Government and Police and Crime Commissioner funding and is responsible for managing subsequent onward grants or contracts with specialist providers.

Quality of support

Survivors have the right to quality support across the region, no matter which commissioned service they approach to get support. We are committed to ensuring that the services that we commission are accredited through the relevant sector standards for specialist VAWDASV services that act as an independent quality assurance mechanism. It is worth noting that currently, there are no quality standards for services working with survivors of sexual exploitation.

Accreditation	Domestic Abuse	Sexual Violence	BAME	Male victims	Perpetrators
Welsh Women’s Aid’s National Quality Service Standards	✓				
Imkaan Safe Minimum practice standards	✓		✓		
National Service Standards (Rape Crisis England and Wales)		✓			
Lime Culture Quality Standards for: <ul style="list-style-type: none"> Independent Sexual Violence Adviser (ISVA) Services Services Supporting Male Victims 		✓		✓	
<ul style="list-style-type: none"> The Respect Standard (Perpetrators) Respect Male Victim's Standards 				✓	✓
Welsh Government Perpetrator Service Standards					✓
The Survivor Trust (TST) National Service Standards		✓			

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Expert voices



In addition to the leaders in the region, our strategy and ongoing work in the region are informed by expert voices, both from professional, academics and those with lived experience expertise.

Tudalen Lived experience expertise

Survivors are at the heart of everything that we do. Survivor input was crucial in the development of this strategy and their authentic voice is included in the form of quotes throughout the document. We will continue to ensure that appropriate frameworks and mechanisms are in place to ensure that survivors' voices are integral in the delivery of the strategy.

Diverse voices and representation are key in making sure that we deliver responses that are tailored to individual needs and reach those most disadvantaged and marginalised. This includes children and young people, the LGBTQ+ community and older people, but will expand as and when appropriate.

"Hold more events to listen to the survivors as they have not been listened to and silenced for many years" -

VAWDASV Survivor

Professional and academic expertise

This strategy is a collaborative effort between statutory and third sector partners. In addition to survivors with lived experience of VAWDASV, we will continue to call on expert professionals in the field to provide training, guidance and specialist advice on new tools, methodology and learning.

Similarly, we ensure that our understanding of VAWDASV is underpinned by strong evidence based and we have called upon academic expertise in order to upskill the workforce working in the region. For example, in 2022, we invited Dr Jane Monkton-Smith to provide presentations on the Domestic Homicide timeline, including specific considerations for homicides that happen in the context of honour-based abuse and understanding domestic abuse related suicides.

we are kept informed of any academic research and development. The region is also represented at the VAWDASV Research Network Wales, which was launched in 2021 by the Minister for Social Justice, Jane Hutt MS. We have used the most relevant and current research and evidence in the development of this strategy.

We will:

- ensure the lived experiences of survivors informs ongoing service development and delivery and
- continue to learn from experts.

Consultation with survivors

WHAT MATTERS TO YOU?

THIS INFORMAL EVENT WILL HELP YOU TO CONTRIBUTE TO THE DEVELOPMENT OF THE REVISED CARDIFF & VALE OF GLAMORGAN REGIONAL VAWDASV STRATEGY



VAWDASV
VIOLENCE AGAINST WOMEN
DOMESTIC ABUSE & SEXUAL VIOLENCE
IMPROVING HOW WE SUPPORT YOU

CONVERSATION CAFE

1. PURSUE

YOUR EXPERIENCES OF CRIMINAL JUSTICE & SPECIALIST SERVICES

INCIDENTS LINKED BY THE POLICE - MINE WERE DOCUMENTED SEPARATELY



TO BE LISTENED TO, AND BELIEVED

FAMILY COURTS - WOULD BE NICE TO HAVE SOMEONE WITH ME THEY SHOULD BE MORE UNDERSTANDING & SUPPORTIVE.

DECIDED NOT TO PROSECUTE - DIDN'T WANT TO GO THROUGH COURT TO DRAG THINGS UP

999 CALL FANTASTIC RESPONSE FROM FEMALE OPERATOR - TALKED TO ME & CHILDREN

MORE REPURCUSSIONS THROUGH C.J. SERVICES

POLICE & BAUSO HELPED ME - THEY UNDERSTAND US. EVERYTIME I NEED SOMETHING I CALL MY SUPPORT WORKER, NOT MY FAMILY.



IMMIGRATION SOLICITORS DONT WANT TO TAKE ON LEGAL AID CUSTOMERS MAKES IT HARD FOR SURVIVORS OF TRAFFICKING.

HOUSING LISTS & WAITING LISTS TOO LONG FOR SUPPORTED LIVING - WENT INTO PRIVATE HOUSING

DOCTOR & POLICE EXPLAINED WHAT WAS HAPPENING - WOULD ENCOURAGE PEOPLE TO TELL SOMEONE IF THEY'RE BEING HURT

POEL HELPED ME MOVE & CONTINUE TO SUPPORT ME - FANTASTIC



MADE MY OWN DECISIONS

2. PREVENT

HOW WE CAN CHANGE SUPPORT SERVICES & IMPROVE SERVICES FOR VAWDASV.

AWARENESS RAISING EVERYWHERE! BUS STOPS... GP... HOSPITAL SHOPS...



EDUCATE MEN ABOUT HOW TO TREAT WOMEN & THE LAWS IN THIS COUNTRY



MORE OPPORTUNITIES LIKE TODAY TO HEAR PEOPLES STORIES



PROVIDE MORE CHILDCARE SO YOU HAVE MORE

COERCIVE CONTROL IS VERY MISUNDERSTOOD - I NEED MORE INFORMATION ON THIS

ALLOW SURVIVORS TO SPEAK IN THEIR OWN WAY & IN THEIR OWN TIME, AND GIVE CHILDREN TIME TOO BE PATIENT AND PERSISTENT.

HOLD PERPETRATORS TO ACCOUNT, ALSO GIVE SUPPORT FOR THEM, NOT JUST AT CRISIS

ENSURE ALL AGENCIES ARE AWARE OF THE LIVE FEAR FREE HELPLINE:

0800 80 10 800 CALL TEXT LIVE CHAT EMAIL

REFERRAL TO THE SUPPORT THEY CAN OFFER.

VAWDASV NEED TO BE NORMALISED - SAME AS MENTAL HEALTH

ENSURE EVERY REGION IN WALES FOLLOWS/ALIGNS TO



HOISTIC

TREAT EACH CHILD AS AN INDIVIDUAL READILY AVAILABLE

ONE LITTLE PARAGRAPH ON THE W.G. WEBSITE - THEY STILL DON'T GET IT RIGHT.

COURSE FOR POLICE TARGETED AROUND ONLY MEN???

TELL US YOUR STORIES...

THANK YOU FOR SHARING

OUR VISION

OUR VISION IS THAT PEOPLE WHO LIVE, WORK, STUDY IN & VISIT CARDIFF & THE VALE OF GLAMORGAN HAVE THE OPPORTUNITY TO LIVE POSITIVE, INDEPENDENT LIVES WITHOUT BEING AFFECTED BY VIOLENCE AND ABUSE.

29 NOVEMBER 2022
AM SESSION - WOMEN
PM SESSION - MEN

Pafiliwn Grange Pavilion



Consultation with survivors

3. PROTECT

HOW WE CAN HELP YOU TO FEEL SAFER, & ABOUT YOUR EXPERIENCES OF SUPPORT.

REFUGE
WELCOMED NOT QUESTIONED.
I FELT **SAFE** WITH SURROUNDINGS AND STAFF

ROOM WAS CRAMPED FOR ME & 3 CHILDREN

FRIGHTENED WITH REFUGE LOCATION - HIGH CRIME AREA

PHENOMINAL SUPPORT FOR MY **CHILDREN** STRAIGHT AWAY

SOCIAL SERVICES DID NOT TO SAY ANYTHING IN CASE MY CHILDREN GET TAKEN AWAY FROM ME.

LEGAL ADVICE - 30 MINS WITH SOLICITOR

CARDIFF COUNCIL SUPPORTED ME WITH ALARMS FITTED ON DOORS & PROPERTY

I AM **FREE** AND MORE CONFIDENT TO SPEAK TO OTHERS



NICE PLACE TO MEET NEW PEOPLE - LEARN FROM THEM

DAYS LIKE THESE ARE REALLY NEEDED TO GIVE SURVIVORS A SAFE SPACE TO TELL THEIR STORY

POLICE DON'T COME ACROSS MALE ABUSE, IF THEY DID, WOULD THEY BELIEVE? WHY I DIDN'T REPORT IT...

NOT IDEAL FOR CHILDREN



TAKE BREACHES OF BAIL SERIOUSLY & REALISING THIS IS ESCALATING RISK... PERPETRATOR HAS LOST CONTROL, NO REGARD FOR SERVICES.

NEW PATHWAYS

THE THERAPY & COUNSELLING SO EMPOWERING IN EVERY WAY...

FIRST TIME I FELT **HEARD**

CPS. REALLY LET ME DOWN AS THEY DIDN'T BELIEVE ME. LISTEN TO LIVED EXPERIENCES, UNDERSTAND VICTIM'S

JOURNEY

VAUDATE THEIR EXPERIENCES

4. SUPPORT

HOW WE CAN IMPROVE WHAT WE DO & PROVIDE THE BEST SUPPORT POSSIBLE.

NO WAITING LIST FOR COUNSELLING

M.H. & SUBSTANCE & MISUSE SPECIALISTS

TALK ABOUT **EMOTIONS** COUNSELLING

REFUGE

REHOUSING (BEEN IN REFUGE 2 YEARS)

INTERNET IN REFUGE!

SAFETY IN REFUGE: NO MEN, NO DRUGS.

SCHOOL TIMES/LOCATIONS MAKE IT DIFFICULT TO GET TO ENGLISH/ESOL CLASSES. NEED COMMUNITY BASED CLASS FOR EVERYONE

MAKE FRIENDS

SHE COULDN'T SEE THAT WHAT SHE'D DONE WAS WRONG

BETTER KNOWLEDGE OF REFUGES WILL BE SENT TO... (HOW MEDICAL ISSUES WILL BE DEALT WITH WHEN SENT OUT OF AREA.)

SUPPORT FOR HOMEOWNERS

EDUCATION

UNDERSTAND WHY PEOPLE STAY/RETURN

6000 PEOPLE ON VAIL WAITING LIST, YET EMPTY HOUSES NEAR ME.

WHEN I GOT SUPPORT, THERE WAS ONLY ONE PERSON COVERING

THE WHOLE OF WALES - IT'S JUST NOT ENOUGH!

HOUSING SUPPORT EMERGENCY ACCOMMODATION

SURVIVORS WHO HAVE FAMILY ABROAD NEED INTERNET ENABLED PHONES TO CONTACT THEM - OUR PHONES ARE ON LOAN. STARTING IN A NEW COUNTRY - **HARD!**

PLAY OR ART THERAPY

- CHILDREN: BETTER SPACES FOR THEM TO SPEAK
- TRAINING IN CHILDREN'S BEHAVIOURS, & EFFECTS OF DOMESTIC VIOLENCE.
- TRAINING IN COERCIVE CONTROL, PEOPLE LIVING WITH FEAR DAY-TO-DAY



BETTER?

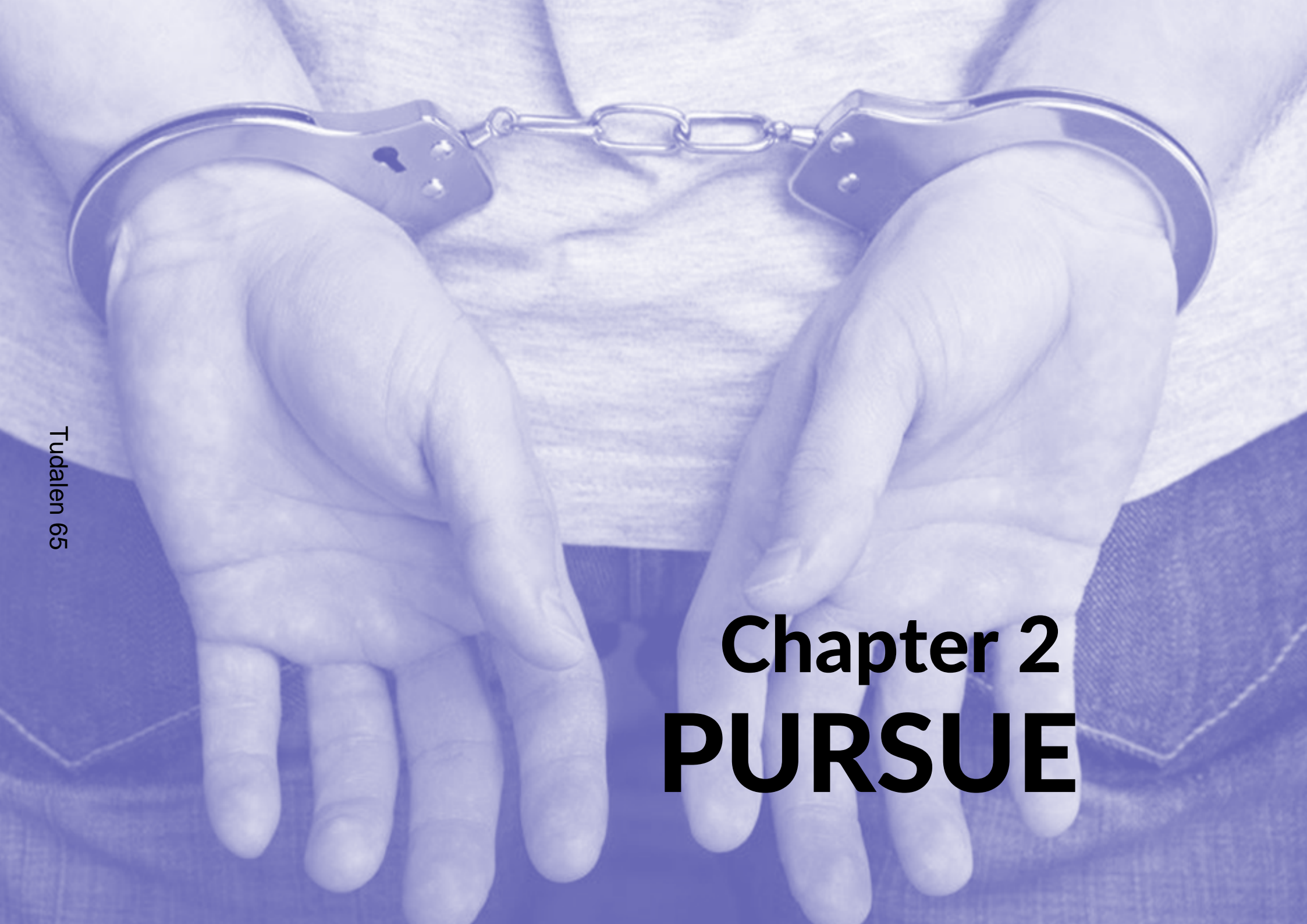
LISTENING TO SURVIVOR'S EXPERIENCES & STORIES

WOULD LIKE MORE EVENTS TO TALK ABOUT OUR EXPERIENCES - MEN & WOMEN. ALSO IMPORTANT THAT CHILDREN & YOUNG PEOPLE & TEENAGERS - TEENS ALSO WOULD LIKE VOICES TO BE RECOGNISED & THEIR EXPERIENCES VAUDATED.

EVERYONE



The authentic voice of victims and survivors has been central to the development of this Strategy and will feature throughout future work. A 'Conversation Café' attended by male and female victims and survivors from across the region provided an opportunity for feedback to be incorporated across each of the 5 Aims. The day was a powerful reminder of the need to centralise the authentic voices of victims and survivors and this visual was created reflecting their feedback.



Chapter 2 **PURSUE**

Criminal Justice Response (domestic abuse)

We talk about how many women were raped last year, not about how many men raped women. We talk about how many girls in a school district were harassed last year, not about how many boys harassed girls. So you can see how the use of this passive voice has a political effect. It shifts the focus off men and boys and onto girls and women. Even the term **violence against women** is problematic. It's a passive construction. There's no active agent in the sentence. It's a bad thing that happens to women, but when you look at that term **violence against women**, nobody is doing it to them. It just happens. Men aren't even part of it!

Jackson Katz, PhD, from his Ted Talk "Violence Against Women: It's a Men's Issue"

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"The attention needs to be on the perpetrator not the victim. We concentrate on the victims too much. The perpetrator walks around entitled and the victim is scared." - VAWDASV survivor

The intention of our strategic approach is to make perpetrators visible and accountable for the harm that they cause. This includes interventions through the criminal justice system such as arrests, prosecutions, imprisonment and interventions through the Probation Service. It also includes programmes and interventions in the community to break the cycle of perpetration by changing attitudes and behaviour.

999 CALL
FANTASTIC
RESPONSE
FROM FEMALE
OPERATOR - TALKED
TO ME & CHILDREN



We have received mixed feedback from survivors and partners, which suggest that victim-blaming and unhelpful attitudes prevail in organisations such as the police. South Wales Police have also responded to reports of police perpetrated abuse by commissioning an independent service to meet survivors' needs. Cultures of misogyny, sexism and victim-blaming, however, are not limited to the police and a number of public bodies and services have come under scrutiny in recent years.

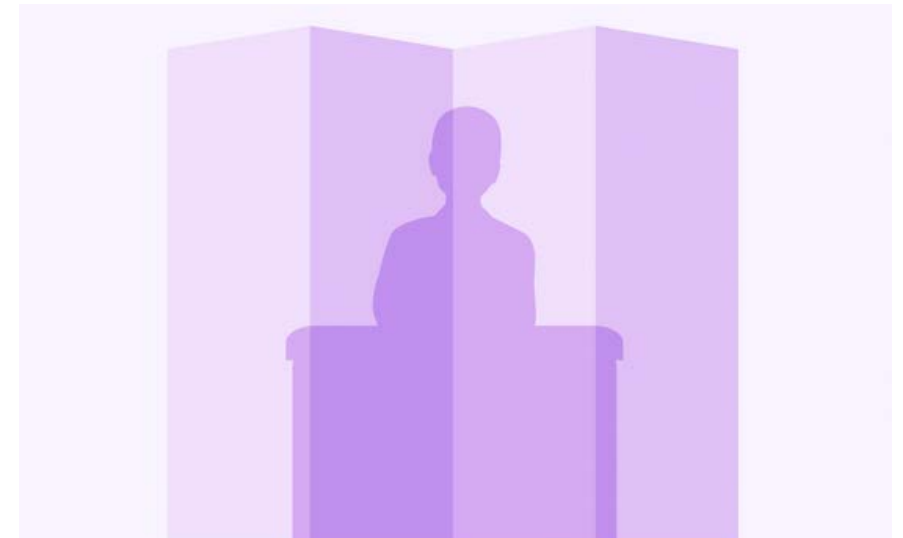
"Clearly there was a long history of DV and I felt as though I was being questioned and interrogated." - VAWDASV survivor

Every month, there are a number of requests to the CPS for charging advice. Of those charged, the conviction rate in the region runs between 75-77%. Guilty please are approximately at 70%.

In order to achieve best outcomes for victims through criminal justice proceedings, we have implemented the following measures:

- There are three evidencing sites where victims can provide evidence without having to physically present at the court.
- The Probation Stakeholder Engagement Team has conducted a thorough needs analysis to ensure that all probation staff servicing the courts are fully trained and equipped in all aspects of domestic abuse with key priorities to ensure victim safety, especially when bail is being considered in remand courts.
- Independent Domestic Abuse Advocates (IDVAs) will provide specialist advocacy and support to survivors

In addition, the Domestic Abuse Act (2021) prohibits perpetrators and alleged perpetrators of abuse from cross-examining their victims in person (and vice versa) in family proceedings.



Criminal Justice Response (sexual violence)

Nationally, over the last five years the number of victims approaching the police has increased significantly and yet at the same time, the number of offenders charged has decreased. According to the Home Office data collected by the Rape Monitoring Group:

	2015/16	2019/20
England and Wales		
Rape of a female (16+)	22,792	37,500
Charged/Summoned	2,384	493
Rape of a male (16+)	1,295	2,520
Charged/Summoned	67	15
South Wales		
Rape of a female (16+)	364	826
Charged/Summoned	66	25
Rape of a male (16+)	22	52
Charged/Summoned	2	0

"I reported the physical & sexual abuse to the Police. He was arrested but not charged. There were huge delays in the process due to COVID. The male DC assigned to the case was extremely unprofessional and unsupportive towards me." - VAWDASV Survivor

Failure to secure justice for victims of sexual violence has prompted the UK Government to undertake a review, known as the *Rape Review* and produce recommendations for the Government, the Police, the CPS and Courts that will increase the number of cases pursued, improve timelines and victim engagement. Part of the improvement plan is **Operation Soteria**, an ambitious, joint police and CPS programme of work to transform the way that rape investigations and prosecutions are handled and progressed, with a focus on investigating the suspect rather than the victim.

Whilst charging outcomes are low, South Wales Police has the highest percentage across the police forces in England and Wales of all rape offences resulting in a charge or summons.

South Wales is also part of the first phase of this pilot, making a commitment to improve outcomes for survivors. The pilot involves bringing together policing and academic experts to transform how investigations into rape and sexual offences are handled by the police through a series of intensive research deep dives that inform findings and recommendations.

However, year 1 findings show a number of challenges including staff lack sufficient specialist knowledge about rape and other sexual offending and disproportionate effort has been put into testing the credibility of a victim's account

We will:

improve our understanding of sexual violence to develop and enhance our response.

Legislative and policy changes



“Educate the men about how to treat women and the laws in this country.”- VAWDASV survivor

The **UK Government Domestic Abuse Act (2021)** introduced a number of legislative changes:

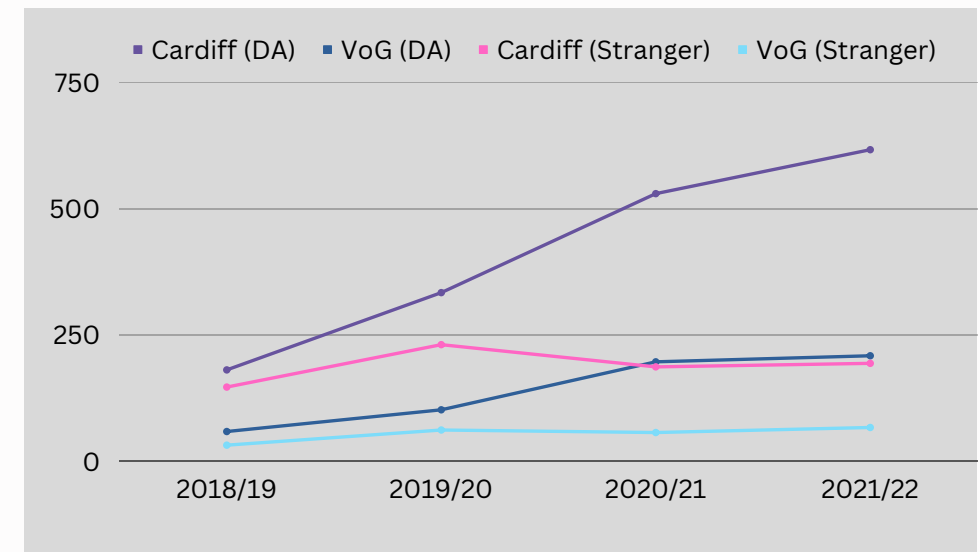
- Tudalen 68
- It creates a statutory definition of domestic abuse that emphasises that domestic abuse is not just physical violence, but can also be emotional, controlling or coercive, and economic abuse.
 - It provides for new Domestic Abuse Protection Notices and Domestic Abuse Protection Orders.
 - It extends the controlling or coercive behaviour offence to cover post-separation abuse.
 - It extends the offence of disclosing private sexual photographs and films with intent to cause distress to cover threats to disclose such material.
 - It recognises children who see, hear, or experience the effects of abuse as victims in their own right.
 - It creates a new offence of non-fatal strangulation or suffocation of another person.

The **Children (Abolition of Defence of Reasonable Punishment) (Wales) Act 2020** makes illegal all types of physical punishment, such as smacking, hitting, slapping and shaking.

The **Voyeurism (Offences) Act 2019** outlaws ‘upskirting’ where the purpose is to obtain sexual gratification, or to cause humiliation, distress or alarm.

The **Health and Care Act 2022** made illegal virginity testing and hymenoplasty

Stalking is a serious crime and can be part of escalating behaviours that is part of the eight stages that lead to domestic homicides[26]. In our last strategy, we acknowledged that stalking is rarely reported to the police, and we committed to raise awareness of stalking as a crime, including how to spot the signs, feel confident to report and record evidence to support the criminal justice process. Changes in police practice has had significant impact with reports to the police rising **3.5 times** for stalking offences in the context of intimate partner abuse and **1.5 times** for stalking offences perpetrated by strangers.



We will:

- support partners to implement the new powers originating from legislative changes (e.g Domestic Abuse Act (2021)).
- raise awareness of legislative changes to encourage appropriate reporting, signposting and support.

Community Programmes for Perpetrators of Domestic Abuse

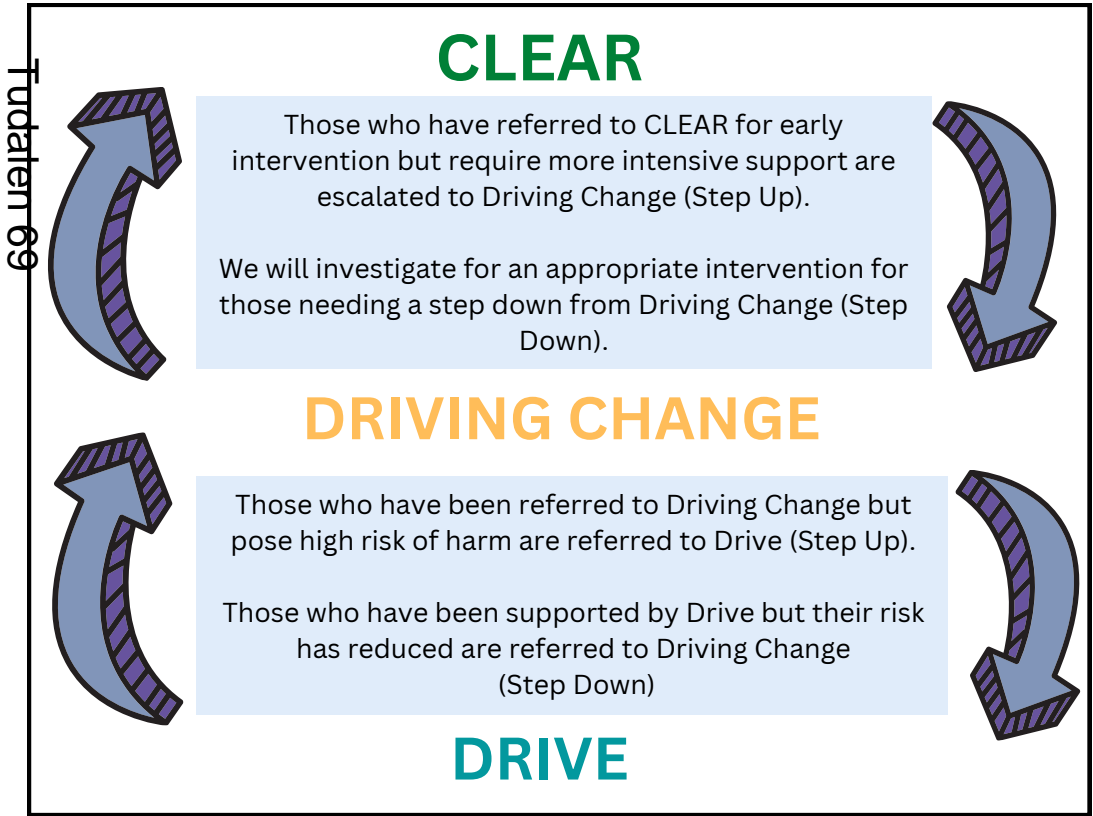
HOLD PERPETRATORS TO ACCOUNT, ALSO GIVE SUPPORT FOR THEM, NOT JUST AT **CRISIS**



In partnership with the South Wales Police and Crime Commissioner, we have commissioned Safer Merthyr Tydfil (SMT) to deliver a suite of interventions that hold perpetrators to account for their behaviour, by promoting attitudinal and behavioural change, and reduces the number of survivors.

Interventions are tiered based on the level of risk that the perpetrator presents to their victims, and they all have an integrated specialist support for the survivors of the men who engage with the interventions.

This innovative seamless community response is the first of its kind in the UK.



“[I] do not want children to grow up in an environment that promotes anger and violence against women” - VAWDASV survivor



CLEAR was developed by Respect in partnership with Welsh Women’s Aid as a complementary and integrated strand of the Change That Lasts model. It is a six week programme that is delivered on a one-to-one basis tailored to meet the individual’s needs.

Each session last approximately 1hour- 1 ½ hours that focus on identifying the impact of abusive behaviours on others, using tools to promote healthier relationships and setting goals to promote wellbeing and healthier relationships.

"I used to think that was the way that women were treated – cooking cleaning and staying home." - Man who accessed CLEAR



Driving Change is a therapeutic treatment programme for men who have been violent towards an intimate partner. It provides challenge and also support to enable individuals to cease their violent and abusive behaviour with a view for them to develop respectful, loving and responsible attitudes towards not only those around them but also towards themselves.

It combines both one-to-one and group-based work, adopting a cognitive-behavioural and feminist approach within an explicit emotional and feeling framework rooted in psychotherapeutic and spiritual practice.

“Doing this is fantastic work for anyone in a similar situation, me and my partner have noticed how much better our communication has improved.” - Man accessing Driving Change Programme

Community Programmes for Perpetrators of Domestic Abuse & Probation

DRIVE

Drive is an intensive intervention that works with high-harm and serial perpetrators to challenge abusive behaviour and prevent abuse by providing a robust multi-agency response to perpetrators whose victim's

cases are referred to MARAC. This is achieved by assigning a specific case manager to each perpetrator in order to manage the risk they pose and to work alongside support services for survivors, sharing information about perpetrators' engagement, behaviour and risk level to promote survivor safety.

Since its inception in 2018, the DRIVE Project has worked with 308 perpetrators in Cardiff and 88 perpetrators in the Vale of Glamorgan. Domestic abuse is a gendered crime and 97% of these 396 perpetrators were men.

458 adult victim/survivors (95% female) and 823 children were harmed by the behaviour of these perpetrators. This accounts for more than two children for every perpetrator. Many perpetrators victimise multiple individuals, as they move from victim to victim. For example, 49.7% of the perpetrators in Cardiff were serial perpetrators and 12% had multiple victims. Perpetrator interventions therefore also form part of a preventative response as they break the cycle of further perpetration.

“Since working with CM I have decided not to enter new relationships and focus on myself. I now have my driving license and a car which opens up more job opportunities, I train with the football team twice a week and saving to buy my own home.” Man supported by DRIVE

We will:

- continue to place accountability for abuse on those who cause harm
- tackle perpetration by supporting the Welsh Government's relevant Blueprint workstream.

The **Probation Service** in Wales has a priority focus on domestic abuse which incorporates National and Welsh Government priorities. It introduced a Domestic Abuse Board in January 2022 to set direction and ensure that the Domestic Abuse Strategy is implemented in Wales.

It continues to deliver interventions for perpetrators of VAWDASV and specialises in working with victims, many of whom are victims of Domestic Abuse. There are trained staff who specialise in working with victims to provide information, access support and ensure that the voice of victims is heard. Victim Liaison Officers provide a key role in multi-agency forums and engagement with practitioners to ensure victim safety.

Domestic Abuse Audit

As a result of the COVID-19 pandemic, a joint initiative between the police and the probation service in South Wales was undertaken to ensure robust assessment and management of domestic abuse perpetrators in our community. The auditing led to an audit of over 500 DA cases assessed as high and very high risk of serious harm and led to an all-Wales action plan to enhance the management of VAWDASV perpetrators. The plan aimed to improve the work in courts, developing processes and guidance for staff with a focus on:

- The importance of the Multi-Agency Public Protection Arrangements (MAPPA) and ensuring that High/Very High Risk DA perpetrators are referred into MAPPA.
- Ensuring safeguarding and increasing education, guidance and training for staff, particularly around acute and emerging risk factors when working with DA perpetrators.
- Approximately 300 high risk men who had been convicted of DA related offences were reviewed by the Wales Offender Personality Disorder Pathway (OPDP) team to identify the factors associated with DA offending in Wales, treatment needs and a service that is informed by the needs of the population.

Funding has been put in place to recruit Domestic Abuse Intelligence Officers/ Safeguarding Enquiries Officers across Wales.

Holding perpetrators to account - other forms of VAWDASV

Perpetrator interventions are currently primarily delivered where abuse occurs within a domestic abuse context of an intimate relationship. We need to do more to address all forms of VAWDASV.

Sexual Exploitation

"Sometimes we see men who are violent who started off with violence against a sex worker, because that's seen as less serious, or easier."
 – Call for Evidence, Focus Group (2021 Tackling Violence Against Women and Girls Strategy consultation)

Women exploited through the sex industry experience high levels of violence and abuse. The National Ugly Mugs (NUM) Project, delivered in Cardiff by the StreetLife Project and safeguarding partners, has been receiving and sharing reports of violence and harms amongst sexually exploited women in order to alert them of any potential dangers. Since being established, NUM reports have risen from **166 in 2013 to nearly 1,000 in 2019** [4]

There is an overlap between buying sex and sexual violence, as sex buyers are likely to express beliefs that "*normalise narratives of sexual violence and violence against women*" [5]. For example, areas with high levels of visible prostitution often report anti-social behaviour including kerb-crawling and sexual harassment of all women who live in the area. Yet, early intervention responses rarely consider the harmful attitudes that underpin the beliefs of sex buyers and those who exploit and abuse women. Police clampdowns on kerb-crawlers alone are often temporary and have little impact on detection and behaviour change[6]. Evaluations of re-education programmes have shown an attitudinal change amongst kerb crawlers but these fail to equip them with the necessary skills to change their behaviour [ibid].

Multi-agency interventions are required that coordinate:

- a better understanding of the prevalence and changing nature of sexual exploitation including online spaces, home and social media;
- awareness raising activities about the law relating to paying for sexual services;
- police operations against kerb crawlers;
- re-education programmes for kerb-crawlers;
- support for women to share intelligence on violent men, report crime and support prosecutions.

Sexual violence

There are no programmes in the community for perpetrators of sexual abuse and violence. Perpetrators are dealt with through the criminal justice system (CJS) and programmes are delivered primarily in prisons. However, evaluation[3] of the Core Sex Offender Treatment Programmes (SOTP) found small changes in behaviour that would suggest either that they do not reduce sexual re-offending or that its true impact was not detected.

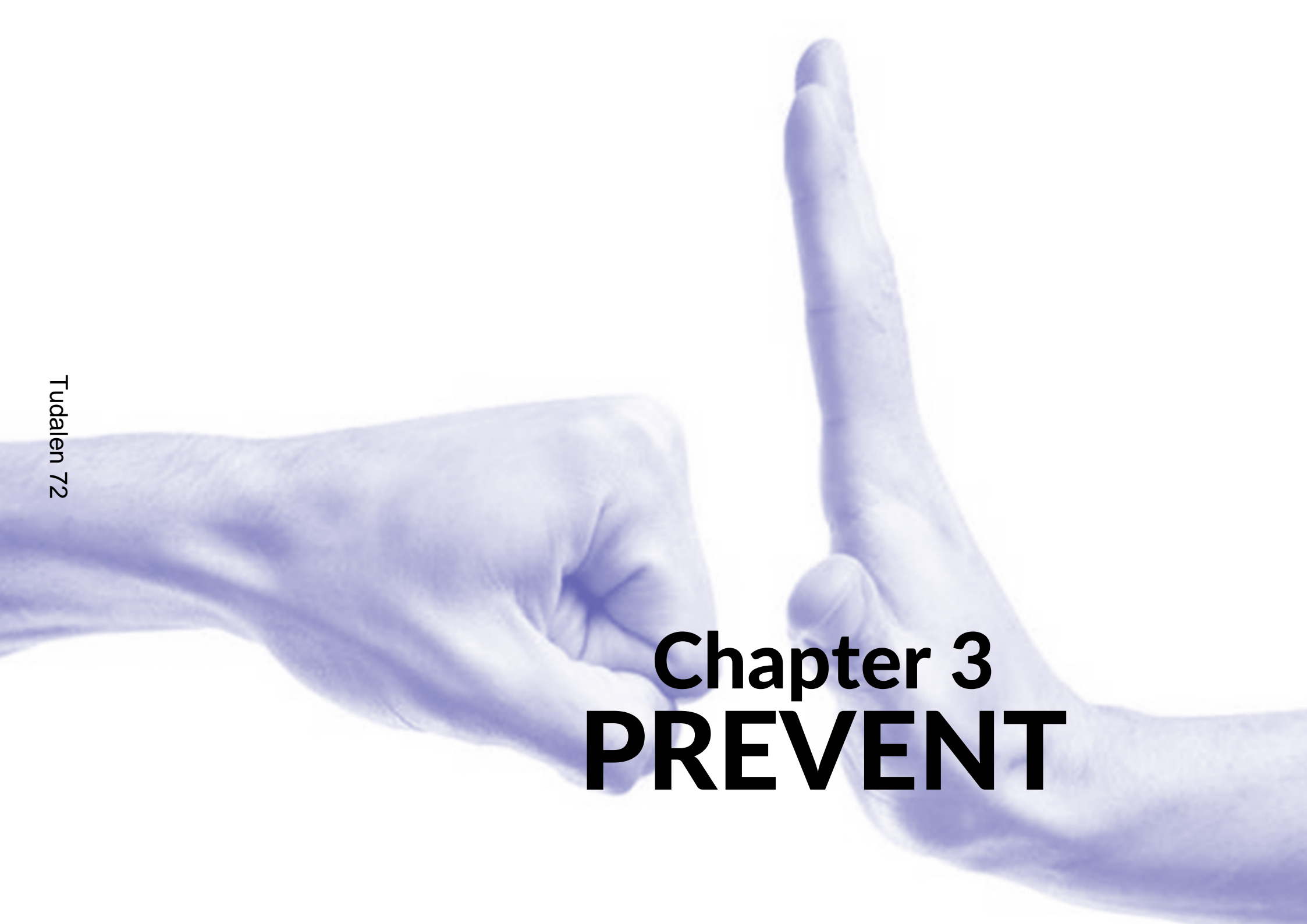
Honour-based abuse

Similarly, preventative work with communities to tackle the attitudes that perpetuate abuse in the name of 'honour' is often missed from perpetrator interventions.

In comparison to other forms of VAWDASV, Forced Marriage, so called honour-based abuse and FGM may involve whole families and communities and any approaches need to consider how interventions are designed and delivered with the whole family and community and meet their specific needs.

We will:

explore accredited and evidence-based programmes that address harmful behaviours related to all forms of VAWDASV and support efforts to secure interventions.



Chapter 3 **PREVENT**

Children and Young People

EARLY YEARS

Sexual abuse and living in a household with domestic abuse are considered adverse childhood experiences (ACEs), which are strongly associated with poorer life outcomes for children who are exposed to these.

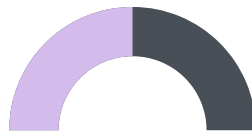
The harmful impact of VAWDASV on children and young people can include acute feelings of betrayal, powerlessness and guilt resulting in mental health and physical health difficulties such as suicidal thoughts, depression, difficulties with sleeping, increased likelihood of negative coping strategies such as use of alcohol and substances (Welsh Women's Aid, 2019), engagement with criminal behaviour and incarceration (Public Health Wales, 2015). The estimated annual financial cost that is attributed to ACEs in Wales is **£2.2 billion** (ACEs Hub).

The Review of Adverse Childhood Experiences (ACE) Policy: Report – Welsh Government (2021) calls for the awareness and understanding of ACEs to translate into action to prevent ACEs from happening in the first place and to provide a strength-based and trauma-informed response to those who have already experienced adversity in their lives. It also calls for individual adverse experiences to be considered in the wider context of inequality and deprivation and should not be seen as deterministic and stigmatising. ACEs Police Community Support Officers across Cardiff and the Vale of Glamorgan are working with relevant support services.

EDUCATION

Reports to "Everyone's Invited"[7] suggests that sexual harassment is endemic across schools in the UK. The website was created to provide a space for survivors to share their stories anonymously and it has sparked a conversation about about rape culture in schools and reviews into safeguarding policies and practices in education settings. The 2022 report includes **300 schools and universities** in Wales.

50%



of those who reflected on their disclosure experiences stated that **education professionals** had been **unhelpful** [8]

“The change and attitudes needs to start at a young age, primary school as this will have a better impact as high school is too late most children will have experienced something.” – VAWDASV survivor

Early education has the potential to create the transformational impact of preventing VAWDASV and other harmful behaviours such as homophobia and sexism blighting our communities. Educating children from a young age about how healthy relationships are formed, developed and maintained will ensure that respectful behaviours and relationships become the norm as they grow into adulthood.

Healthy relationships education has been delivered to schools in the region through Hafan's Spectrum Programme, which is funded by the Welsh Government. The programme delivers age-appropriate sessions to children and young people as well as teachers both in primary and secondary education. In the last five years, 8,546 children and young people (5,206 Cardiff & 3,340 Vale of Glamorgan) and 652 staff (377 in Cardiff & 275 Vale of Glamorgan) have received a session on healthy relationships.

The Curriculum and Assessment (Wales) Act 2021 aims to mainstream healthy relationships education by creating an obligation for all schools and educational settings to include developmentally appropriate provision for teaching and learning that encompasses Relationship and Sexuality Education (RSE). It is expected that these cover the following themes: relationships; rights and equity; sex, gender and sexuality; bodies and body image; sexual health and well-being; and violence, safety and support. In primary schools it became mandatory in September 2022 and in secondary schools it will be rolled out over the next couple of academic years.

The Healthy Schools Teams provide support to schools through the development of a model RSE policy, staff training and a list of RSE resources Training is also provided by the Central South Consortium. The consortium is a Joint Education Service for five local authorities in South Wales. It is commissioned by, and acts on behalf of, the local authorities to provide a school improvement service that challenges, monitors and supports schools to raise standards.

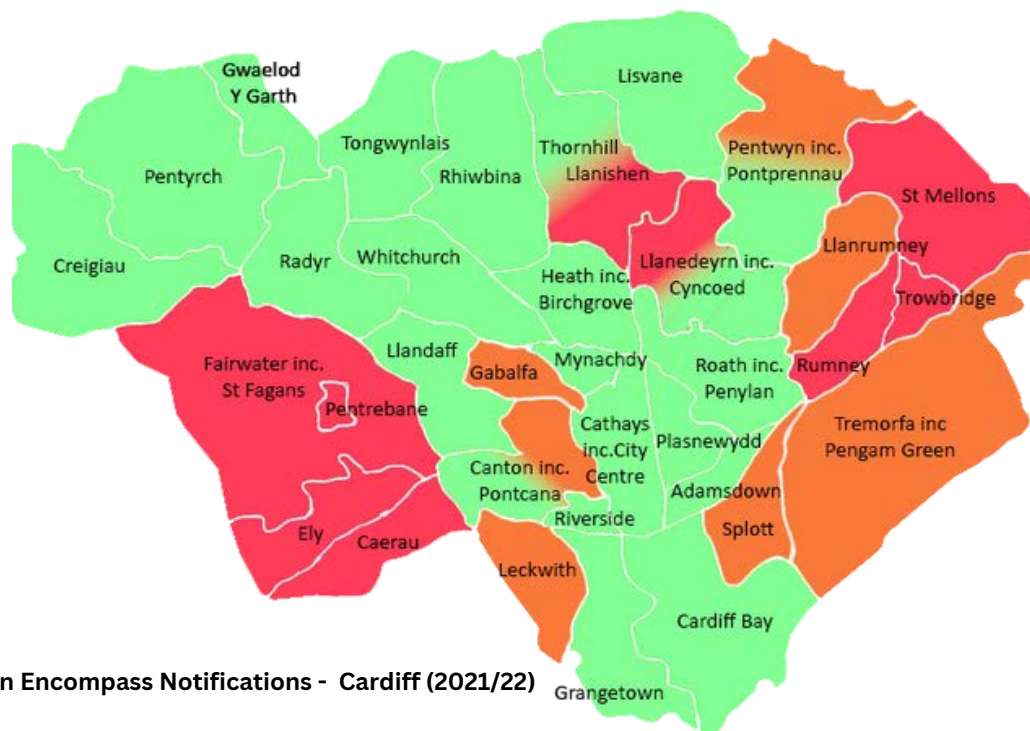
Children and Young People

Operation Encompass

Operation Encompass is a partnership between the police and schools that ensures that all incidents of domestic abuse are shared with a Key Adult in the school before the school starts to ensure that the child whose home had been attended the day/ night before receive a positive and appropriate response. For the 2021/22 academic year, 2,341 notifications were received in Cardiff and 1,256 were received for the Vale of Glamorgan. Below are the school catchment areas in Cardiff mapped out in relation to the number of notifications received.

It should be noted that we are aware from specialist services in the region that domestic abuse happens across all geographical areas but reporting may vary.

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Operation Encompass Notifications - Cardiff (2021/22)

Green- less than 50 Operation Encompass Notifications

Amber - 50-100 Operation Encompass Notification

Red - more than 100 Operation Encompass Notifications

Whole Education Approach

Attitudinal change is driven by changing individual and collective hearts and minds. However, these changes need to be supported and nourished on a community level. For example, the delivery of RSE in schools and educational settings cannot be limited to teaching children and young people about healthy relationships. Rather it needs to be embedded in the nine key elements of the Whole Education Approach guidance developed by the Welsh Government:

1. Children and young people learn about VAWDASV
2. Staff learn about VAWDASV
3. Parents, care-givers and family learn about VAWDASV
4. Monitoring and evaluation systems are in place to measure impact of this work.
5. Measures are in place to support people who experience forms of VAWDASV
6. Active participation of children and young people, staff and parents/care-givers to prevent VAWDASV
7. Taking action to prevent VAWDASV the wider community.
8. Working in partnership with relevant local experts.
9. Embedding a comprehensive prevention programme

We will:

encourage more schools to embrace the whole school approach to VAWDASV



Children and Young People

Some of the most vulnerable children and young people have a precarious engagement with formal educational settings and we have therefore commissioned programmes that raise awareness of healthy relationships in community settings accessed by children and young people. Between 2018/19 and end of 2021/22, the **Sexual Health Outreach Service (SHOT)** supported:

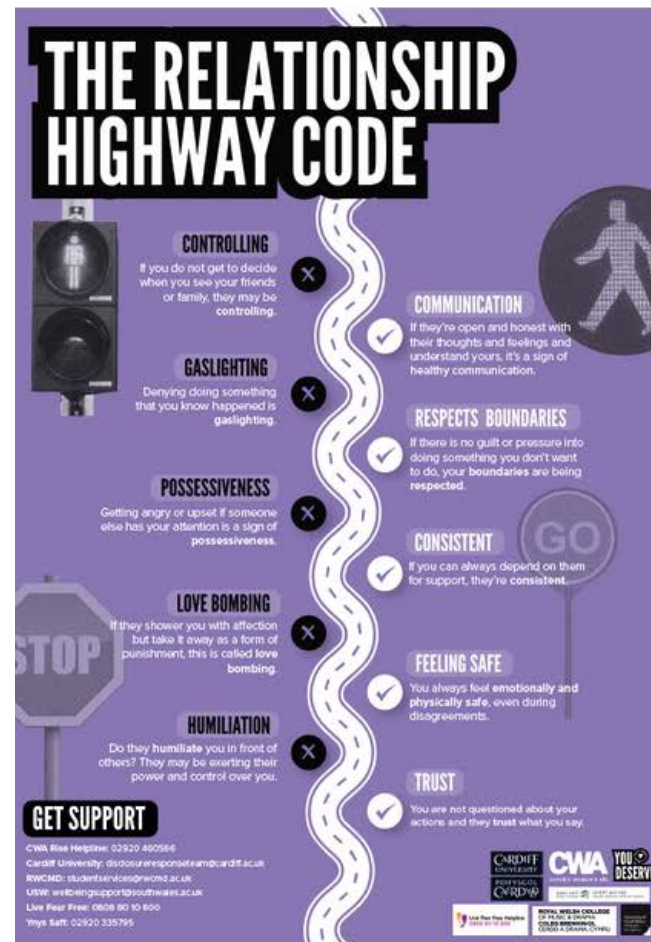
- 319 young people on a 1-1 basis - around 75% say they have improved emotional wellbeing and resilience in relation to healthy relationships on closure.
- 3,600 young people accessed Group Work – around 97% say they have improved knowledge and awareness at the end of this.

The **Safer Wales Inclusive Service (SWIS)** works with Young Women & Girls aged between 12 and 25 years old. It provides one-to-one and group work focused on encouraging positive lifestyle choices. The activities are semi structured and include; healthy eating, arts and crafts and healthy relationships. These sessions are facilitated by Safer Wales staff to protect Young Women & Girls from; Exploitation, Gang Related Harm Domestic abuse and violence.

The **Safeguarding Adolescents from Sexual Exploitation (SAFE)** delivery team work on policy development and a number of projects steered by the SAFE partnership group such as embedding SAFE topics in the new curriculum for Wales and consulting with practitioners to better understand patterns or exploitation across different areas of Cardiff. The team also offer 1:1 support to young people at high risk of or have been victims of child sexual exploitation through a range of models and interventions tailored to a young persons specific needs, including the Trusted Adult, trauma-informed and Strengths Based approaches.

Our plan is to create a Safer Relationships Programme that will support young people, at an early intervention stage, to make informed and safe decisions regarding relationships including elements such as safe sex and use of contraception and consent. Young people have told us that they are more likely to approach their parents for advice. We will, therefore, integrate an additional element that will provide sessions and support to parents and link with specialist VAWDASV services to create a referral pathway for those who disclose.

Colleges and Universities



Students experience additional vulnerabilities to the general population, as they may not be aware of local services and may not have established support groups. In partnership with educational institutions, we have delivered, and will continue to deliver, campaigns to raise awareness of VAWDASV and available support routes, through a variety of languages acknowledging the multi-cultural make-up of our sixth form, undergraduate and postgraduate student population.

We will:

continue to work with universities and colleges to strengthen their response to students experiencing VAWDASV.

Children and young people - preventing harmful behaviours

Adolescent to Parent Abuse and Violence (APVA)



Child to parent violence and abuse can affect all members of the family but son-to-mother abuse is the most common.

As with other forms of VAWDASV, reporting is significantly undermined by shame and stigma. Parents often carry a sense of guilt and self-blame about the abuse that they experience and are reluctant to report abuse to the police. Parents from a Black or minoritised background may have additional concerns with reporting their child to the authorities. It is worth noting that patterns of abusive behaviour may be directed from a grandchild towards their grandparents, or from children towards their stepparents.

Matters are further complicated by children and young people's additional needs such as learning disabilities, mental health and neuro-diversity. Agencies may fail to recognise the power and control dynamics that underpin child to parent abuse and attribute behaviours to the child's needs.

Break4Change is an accredited programme delivered in Cardiff and the Vale of Glamorgan for families where young people are abusive towards their parent(s)/carer(s). It is offered to families where the child is 11-16. In the two years that it has been running, it has received 44 referrals for children and families.

Parallel Lives delivered by Media Academy Cardiff aims to prevent APVA. The 7-week intervention provides a therapeutic environment for those that have been subjected to APVA; be that parents, siblings, peers or extended family members. The programme aims to tackle APVA through recognising challenging behaviours and offering techniques that allow children/young people and their families to make positive change, repairing/building stronger relationships through expressing feelings and emotions without aggression.

As a region we recognise that:

- There is no excuse for any form of abuse.
- The Criminal Justice System does not always provide the best response to child to parent abuse. Nor is it desired by the victim(s).
- Holistic interventions that work with the whole family and address both the child's needs and behaviour should be utilised.
- Robust data collection in the region is needed to understand the true scale of the issue.
- Further evidence-based and accredited programmes are required to address the behaviour of children over the age of 16.

Problematic Sexual Behaviour

There is a clear need for intervention in the community at an earlier stage - when young people identified as exhibiting problematic sexual behaviour (PSB) or harmful sexual behaviour (HSB). The HSB Prevention Team is part of the Cardiff Youth Offending Service and they work with young people who have been referred to them because of their risky sexual behaviour. They are able to work with parents, professionals and schools in order to prevent the young person to enter the criminal justice system.

The trigger point for securing appropriate services is often following significant harm to others. Subsequent assessments tend to reveal those unaddressed indicators of future harm that would fall within the remit of PSB service. Delays in responding can result in the habituation and escalation of concerning sexual behaviour, significant harm to others and a trajectory of removal from the family home and mainstream school.

New Pathways have secured funding to begin a Problematic Sexual Behaviour intervention across their geographic footprint in 2023/24 and are in the process of applying to other funders to expand this initial funding.

Online abuse, misogyny and extremism

Misogyny has, in recent years, become prevalent online, especially due to the prominence of social media influencers, more awareness of the Incel ideology and the emergency of the 'manosphere'. This online space can be very damaging for vulnerable young men as well as girls particularly when used by extremists as a gateway into other violent ideologies and terrorist activities.

The **"manosphere"** is an umbrella term that refers to a number of interconnected misogynistic online communities and forums. It encompasses multiple types and severities of misogyny including Men's Right Activists (MRAs) and Incels.

Incels (involuntary celibates) are a community of men who believe that they are entitled to sex and their inability to get sex leaves them with feelings of bitterness and hatred towards women.

The hateful content of the discourse found in these spaces has increasingly been recognised as a form of extremism. Whilst most times it is maintained in online spaces, it can spill into real life violence directed at women and others in the community (as the example of the August 2021 shootings in Plymouth demonstrates.)

The Prevent Team are working with VAWDASV practitioners to develop a greater awareness around the issue via specialist training.

Misogynist attitudes are rooted on the dehumanisation of women. Responses should therefore:

- Centre women and girls' rights to safety and freedom;
- Challenge harmful attitudes and gender norms but also provide alternative positive male role models and positive world views;
- Inoculate the younger generation by warning them about individuals seeking to influence them with hateful messages.

Working with communities

"All the perpetrator asks is that the bystander does nothing. He appeals to the universal desire to see, hear, and speak no evil. The victim, on the contrary, asks the bystander to share the burden of pain. The victim demands action, engagement, and remembering." Judith Herman



Friends and family are often the first to know or suspect that their loved ones are experiencing abuse. They can play a crucial role in preventing VAWDASV in their communities by intervening as prosocial bystanders when they witness harmful behaviours and attitudes. More needs to be done to educate communities about the dynamics of domestic abuse and coercive control and ensuring that communities feel confident to provide a safe response to those who disclose.

Based on the premise that people can and should intervene to prevent and challenge VAWDASV, Bystander Programmes aim to train and equip individuals with the skills and confidence to safely intervene. The Bystander Initiative started as a programme for the prevention of sexual coercion and domestic abuse in university settings. Acknowledging the endemic nature of VAWDASV and the important role that all bystanders can play, Bystander Programmes have been rolled out to other community settings.

"Do the best you can until you know better. When you know better, do better."
- Maya Angelou

We will:

use every opportunity to challenge victim-blaming attitudes and raise awareness of support services.

Workforce Expertise and Development

VAWDASV is everybody's business from the person who greets people at reception to the CEO of the organisation. **We all have a role to play to ending violence and abuse.**

The VAWDASV (Wales) Act 2015 creates a framework of the type of learning that individuals within the Public Sector should undertake depending on their role within their organisation.

Group 1 - All staff employed by the relevant authorities	Cardiff Council	Cardiff & Vale University Health Board	Vale of Glamorgan Council	Velindre NHS Trust
Group 2 - Professionals likely to be in relevant roles, for example, treating or working with someone as a result of violence and abuse ("Ask & Act")	Waiting for partner data			
Group 3 - Individuals in "champion" roles within an organisation, supporting colleagues, and family members of those affected. Roles requiring more than "Ask & Act"				
Group 4 - Professionals whose client group is specifically those affected by VAWDASV				
Group 5 - Service Managers working in the 'VAWDASV' sector				
Group 6 - Strategic leaders with responsibility of fostering a culture and infrastructure of acknowledging issues affecting a workforce, client group, friends and family				

Survivors in the region should expect high quality support delivered by qualified and skilled staff who:

- have an understanding of the unique needs and risk different groups of survivors experience;
- apply trauma-informed approaches that build on survivors' strengths and expertise;
- understand risk, develop safety plans and provide accurate advice on survivors' options;
- understand the different forms of VAWDASV, their root causes and appropriate interventions;
- are aware of their legal duties and responsibilities;
- recognise the impact of their work and how to protect themselves from the adverse effects.

We will:

continue to ensure the workforce is skilled to identify, refer and support victims and perpetrators.

Workforce Expertise and Development

:

WAITING ON INFORMATION

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Access to Rights

In order to change the culture of sexism and misogyny and make Cardiff a CEDAW City, Cardiff Council has committed to undertake effective actions, including to:

- provide advice and information through the community Hubs and Libraries across Cardiff to help women and girls to access all benefits to which they are entitled, including a booklet of rights.
- create a programme of activities, informed by women and girls, to empower and engage women and girls, including a 'Rights Fest', 'Equalities Champions' and social impactful projects in Cardiff.

Children's Rights are enshrined in the United Nations Conventions on the Rights of the Child (UNCRC). Cardiff is the first city in Wales to participate in the UK committee for UNICEF (UNICEF UK) national Child Friendly Cities and Communities initiative with the ambition for Cardiff to be recognised as a Child Friendly City (CFC): a city with children and young people at its heart, where the rights of children and young people are respected by all, a great place to grow up.

Our commitments to women will therefore be delivered in tandem with the Child Friendly City Team.



Societal Change

The White Ribbon Campaign is the largest global movement of men and boys working to end violence against women and girls, promoting gender equality and a new version of masculinity.

Cardiff Council has been awarded White Ribbon City status for the past 4 years. Since receiving its first White Ribbon City status in 2014 the local campaign has grown steadily with activities receiving national and international support and recognition including the flowerbed outside Cardiff Castle.

The Vale of Glamorgan Council and the Cardiff and Vale University Health board will be assisted to reapply for the White Ribbon status and we will encourage partners in the Fire Service, South Wales Police, Probation and Velindre Health Board to apply.

As a region, we will continue to develop an annual calendar of public events around 16 days of action to tackle violence against women and girls. The calendar dovetails with the National Safeguarding week and we work with individuals and groups across all different levels. In previous years, during the 16 days of activism, we have engaged with:

- Political leaders through a Cross Party Stakeholder event.
- The whole community during organised vigils, marches and faith services
- Dedicated consultations with survivors such as a conversation café.
- Practitioners were able to access training and awareness raising sessions on the most current subjects relevant to their professional development.

An aerial photo of children in the Vale of Glamorgan forming a human White Ribbon for International Day for the Elimination of Violence Against Women



Lord and Lady Mayoress for Cardiff receiving the White Ribbon plaque for the city.



We will:

support partners to continue to reapply for the White Ribbon status.

Two hands are shown, palms facing forward. The left hand has the word 'HELP' written on it in a blue, hand-drawn font. The right hand has the word 'ME' written on it in the same style. The hands are set against a light blue background with a subtle pattern of dots.

HELP

ME

Chapter 5

PROTECT

Legal Remedies

Public Protection Notice (PPN) is an information sharing document which allows police officers to record safeguarding concerns when identified. The total number of PPNs in Cardiff and the Vale of Glamorgan have gone up by 50% since 2019. Equally, the proportion of PPNs relating to high risk cases has gone up by 50%.

Domestic Violence Protection Notice (DVPN) is an emergency non-molestation and eviction notice which can be issued by the police to a perpetrator when attending a domestic abuse incident. Because the DVPN is a police-issued notice, it is effective from the time of issue, thereby giving the victim the immediate support they require in such a situation. Within 48 hours of the DVPN being served on the perpetrator, an application by police to a magistrates' court for a DVPO must be heard.

Domestic Violence Protection Order (DVPO) is a civil order that fills a "gap" in providing protection to victims by enabling the police and magistrates' courts to put in place protective measures in the immediate aftermath of a domestic violence incident where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions.

A **Restraining Order** can be made for the purpose of protecting the victim(s) from conduct which amounts to harassment or will cause a fear of violence and can be made on conviction or acquittal for any criminal offence.

Clare's Law, formally known as the **Domestic Violence Disclosure Scheme (DVDS)** is a police policy giving people the right to ask and right to know if their current or ex-partner has any previous history of violence or abuse. The number of requests is increasing.

In 2023, the UK Government announced a change in the law to include the most dangerous domestic violence offenders on the **Violent and Sex Offender Register**. Prison and probation services will have to manage jointly offenders with a sentence of at least a year, or a suspended sentence for controlling or coercive behaviour - putting the crime on a par with physical violence.

Similarly, **Forced Marriage Protection Orders (FMPOs)** can be granted by a court to offer a legal means to protect a person facing forced marriage or who has been forced into marriage. Just as FGMPOs it can be applied by:

- The person who has had or is at risk of Forced Marriage;
- a local authority; or
- any other person with the permission of the court

Female Genital Mutilation Protection Orders (FGMPOs) can be granted by a court to offer a legal means to protect victims and potential victims of FGM. Examples of conditions include surrendering a passport to prevent the person at risk from being taken abroad for FGM or requirements that no one arranges for FGM to be performed on the protected person. It can be applied for by:

- The person who has had or is at risk of FGM;
- a local authority; or
- any other person with the permission of the court

The **Child Sex Offender Disclosure Scheme (CSODS)**, also known as **Sarah's Law**, lets you formally ask the police whether someone who has contact with a child or children:

- has a record for child sexual (paedophile) offences
- poses a risk to the child or children for some other reason

In the region there were the following orders and requests:

- 439 Claire's Law requests in 2021 and 506 in 2022
- Sarah's Law requests peaked at 17 in 2018 and there are less than 10 requests annually.
- 39 FMPOs are still in place t 17 in 2018
- 23 FGMPOs are still in place
- 2 people have a FGMPO and a FMO

Multi-agency responses to domestic abuse

The four aims of the Multi-Agency Risk Assessment Conferences (MARACs) are to:

- safeguard victims of domestic abuse (adults and children)
- manage perpetrators' behaviour
- safeguard professionals
- make links with all other safeguarding processes



In 2022 we commissioned SafeLives to undertake an independent review into the operation of MARACs in the region to ensure that we continue to provide the best support and protection to survivors.

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Areas of good practice

- Domestic abuse is seen to be prioritised by strategic leaders.
- The commitment to find better ways of addressing safeguarding issues, especially those cohorts of individuals who society often ignores, is commendable.
- There is a clear commitment to creative partnership working and strong implementation of good practice from commissioners and domestic abuse agencies.
- There is evidence of some highly knowledgeable and committed representatives locally and a wide provision of support available for staff responding to domestic abuse.
- Professionals appear confident with the MARAC process and referring into it.

Areas for improvement

- The governance needs to be reviewed to streamline processes both across the region and across the different multi-agency structures (daily discussions, MARACs, multi-agency meetings relating to sex workers, modern slavery and human trafficking).
- Survivors voice to be captured more explicitly and consistently.
- Representatives (and deputies) are identified for each agency who are trained about their role and responsibilities and are prepared for each meeting.

We will:

implement the agreed key recommendations from the review.

Multi-Agency Public Protection Arrangements (MAPPAs) – Domestic Abuse cases account for around a third of MAPPAs Level 2 cases in all four MAPPAs arrangements across Wales. The Probation Service continues focus on the importance of ensuring that High/Very High risk DV perpetrators are referred into MAPPAs. A multi-disciplinary approach to the management of DA perpetrators is essential.

In 2022, the MAPPAs Guidance has been updated with a Domestic Abuse Chapter which strengthens the Multi Agency approach to manage persistent perpetrators. Specifically, individuals who do not meet the automatic MAPPAs eligibility but those who should be considered for management via MAPPAs Category 3 due to the level of Risk they present and the need for agencies to communicate and develop a shared risk management plan. Furthermore, the implementation of the MAPPAs Level 1 Policy Framework provides clear guidance to practitioners on the management of MAPPAs eligible nominals. There is a clear focus in MAPPAs to strengthen victim safety plans.

The **Domestic Abuse, Assessment and Referral Coordination (DAARC) Service** is a coordination service managed by the Vale of Glamorgan's Council's Community Safety Team.

The service provides a solution to dealing with individuals who present with complex needs by providing better, more integrated communication and coordination in the care and support for individuals who require multiple service input.

The service has actively helped victims feel safer, improved their home situation, improved their physical and mental health and their overall quality of life.

Target Hardening



For too long survivors have had to flee their homes to a place of safety from the abuser, uprooting themselves and their children. Refuge will continue to be a key housing option of support for survivors where they can access support and safety. Wherever safe and appropriate though, we will apply target hardening measures to make the home safe for the survivor to remain living there.

High risk survivors and survivors who are assessed as needing additional measures are offered CCTV and burglar alarms. Additional measures such as window locks, hinge bolts, window shock and personal panic alarms. The following number of properties were made safer through target hardening measures.

Tudalen
489

Vale of Glamorgan

97 in 2020/21
116 in 2021/22

Cardiff

209 in 2020/21
157 in 2021/22

Economic case for target hardening

The average cost of a survivor's stay in a refuge is £4,879 - £6,500 (based on the local refuge cost and average length of stay). Comparatively, the average cost of target hardening is £300 per household.

Impact on survivors

Of those asked in a survey in the Vale of Glamorgan:

- 88% reported that they were happy with the service that they received
- 85% reported feeling safer following the extra security measures.
- 61% reported that having the extra security stopped them and their families from having to access refuge.

Adults at Risk

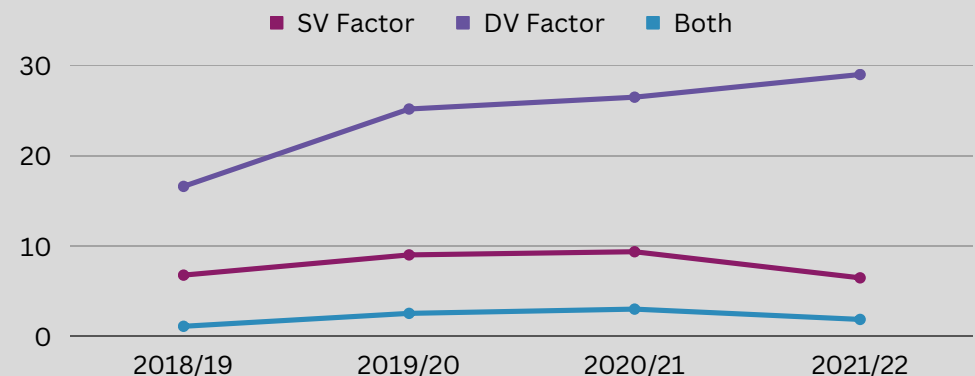
Some adult men and women do not have the basic skills to be able to take care of themselves and stay safe – and this can make them more vulnerable to abuse. It is their vulnerability – and sometimes the lack of mental capacity – that makes these adults more susceptible to different types of abuse, as well as neglect. The Social Services and Well-being (Wales) Act 2014 defines an 'adult at risk' as someone who:

1. is experiencing or is at risk of abuse or neglect;
2. needs care and support (whether or not the authority is meeting any of those needs); and
3. as a result of these needs is unable to protect themselves against abuse, neglect or the risk of either.

This may include people as identified in the Care and Support (Eligibility) (Wales) Regulations 2015. Factors that increase vulnerability include age, mental health problems, chronic illness, behavioural risk, lack of mental capacity, social and emotional problems, poverty, homelessness and substance misuse. Partners in the region have established policies and procedures for referring and managing Adults at Risk through the Regional Safeguarding Board.

Increased awareness, improved reporting as well as increased prevalence have resulted in more adults at risk experiencing VAWDASV identified and safeguarded.

Percentage where the following factors were reasons for adult safeguarding referrals



Safeguarding Children and Young People

VAWDASV continues to be a significant safeguarding concern. Over the last five years, the average percentage of child protection registrations where domestic abuse was a factor was 55% of overall registrations. The registrations where sexual abuse was a factor are much lower but have doubled from 3% to 6% of registrations.

The specialist VAWDASV service for Black and minoritised survivors, Bawso, supported the following number of survivors of Forced Marriage (FM) and Honour-Based Abuse (HBA)	2019/20	2020/21	2021/22
	FM: 4	FM: 5	FM: 6
	HBA: 23	HBA: 35	HBA: 24
	FGM: 20	FGM: 26	FGM: 13

Honour based abuse can include:

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- Physical abuse
- Coercive control (strict monitoring, threats)
- Emotional abuse
- Abandonment (leaving someone in their country of origin or sending them back there);
- Forced Marriage
- Forced abortion
- Virginity testing
- Female Genital Mutilation
- Murder (forced suicide, "honour" killing)

It is more likely to include multiple perpetrators and it affects a range of communities including the Gypsy, Roma and Traveller community.



As a region we have a duty to prevent FGM from happening, support survivors and bring perpetrators to justice.

SOCIAL SERVICES
-TOLD NOT TO SAY ANY-
THING IN CASE MY CHILDREN
GET TAKEN AWAY FROM ME.

Current safeguarding approaches, which have shaped professional cultures and embedded language, focus on the non-abusive parent and their responsibility to safeguard their child(ren). This approach fails to make the person causing harm accountable for their behaviour and for the safety of their children.

Professionals consulted through the SafeLives Review commented that agencies such as Children's Services were often absent in multi-agency meetings such as MARACs and demonstrated victim-blaming attitudes through their practice.

*"Primarily with children's services... it is always seems to be the **victim's responsibility to ensure the safety and wellbeing of their child** rather than the perpetrators responsibility to not perpetrate... the responsibility is always on the non-abusive parent as opposed to the abuser" - Professional, Domestic Abuse Services (SafeLives Review)*

Cardiff Children's Services have introduced the **Safe and Together model** that will bring radical change in cultural and institutional thinking by:

- partnering with the non-abusive parent as a default position;
- making the abuser visible within safeguarding approaches and intervening with them to reduce risk and harm to the child;
- moving away from incident-based responses and reframing domestic abuse as a pattern of coercive and controlling behaviours;
- working collaboratively with services that provide interventions both to victims/ survivors and to perpetrators;

The model has been piloted since 2021. Dedicated Domestic Abuse Social Workers have developed tools and resources that colleagues can use to explore harmful behaviours and their impact on children, and provide expert support and advice with individual cases.

We will:
strengthen our safeguarding response to honour-based abuse and FGM by developing clear pathways of support.

We will:
continue to ensure that children subject to safeguarding are given specialist support to recover from the abuse and trauma they've suffered.

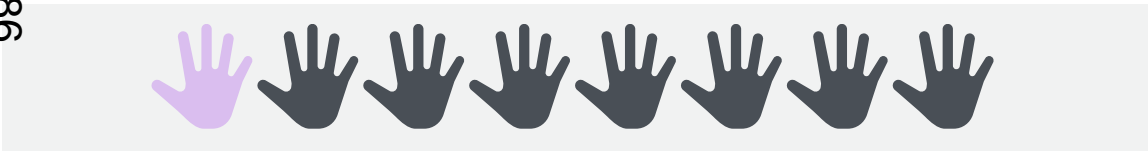
Child Sexual Abuse

The below figures demonstrate the estimated number of children and young people who experience sexual violence in the region both annually and throughout their lifetimes (calculations are based on the prevalence estimates identified by an independent study commissioned by the NSPCC)[10].

Estimates	Cardiff	Vale of Glamorgan	Region
All sexual abuse offences (including non-contact)	6,693	2,368	9,061
All child sexual abuse offences in the last year (including non-contact)	2,973	1,154	4,127

Total: 1,86

Yet, a culture of stigma and shame on sexual violence prevails that silences survivors. **Only 1 in 8 of child sexual abuse cases come to the attention of authorities.** (statistics from the Centre of Expertise on Child Sexual Abuse)[11]

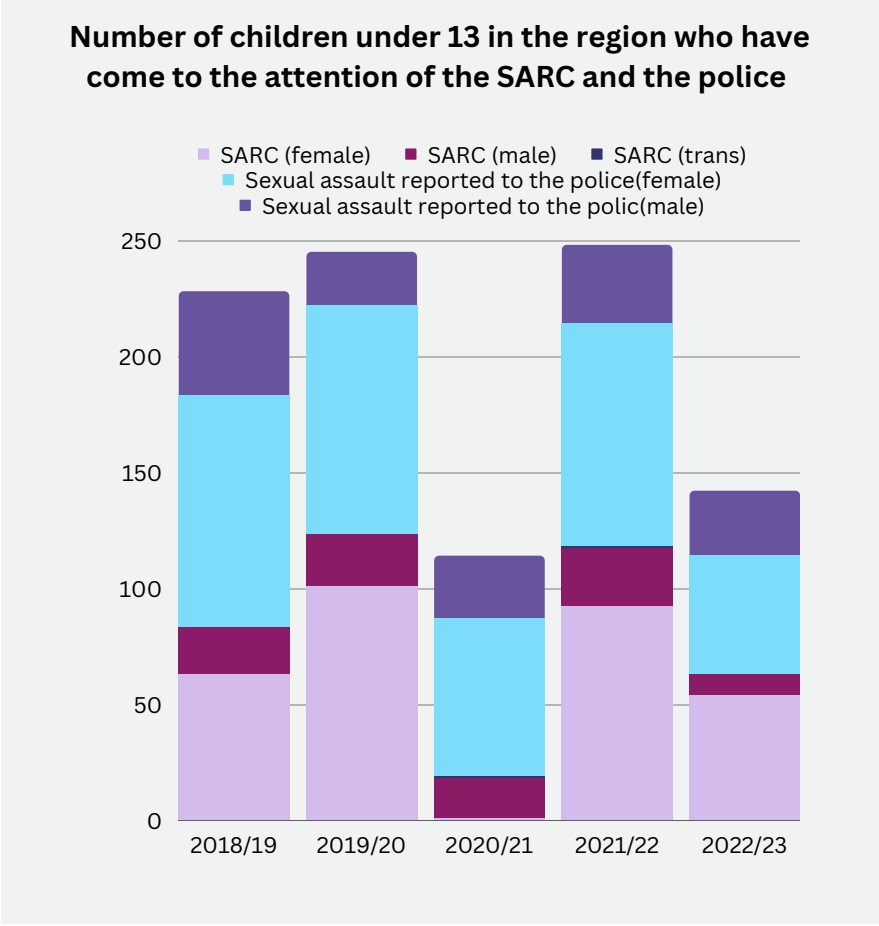


In the region, less than 250 children under the age of 13 come to the attention of authorities. In reality, the figure of reported abuse is much lower as there is anticipated to be a cross referrals between cases reported to the police and the referrals made to the Sexual Assault Referral Centre (SARC). However, the actual figure of child sexual abuse will be significantly higher due to the number of case going unreported.

It is not the children's responsibility to disclose.

It is the institutions' responsibility to be proactive and vigilant.

The Independent Inquiry into Child Sexual Abuse (IICSA)[8] has engaged with survivors who suffered sexual abuse as children at the hands of trusted and often professional adults including religious organisations, residential schools, custodial institutions and organised networks. The findings of the Inquiry demonstrated how societal attitudes of disbelief and victim blaming have informed statutory responses or the lack thereof, failing thousands of children who have suffered as a result.



We will:
work with the Regional Safeguarding Board to implement the recommendations from the Independent Inquiry into Child Sexual Abuse report.

Single Unified Safeguarding Reviews (SUSRs)

The Femicide Census[12] shows that over the period of 2009-18, a woman in the UK has been killed by a man, on average, once every 3 days. This does not include those who died in suspicious circumstances, sudden and unexpected deaths or suicides in a domestic abuse context.

A 2019 Home Office review of 124 DHRs found that 80% of the victims were female and 20% were male whereas 83% were male and 17% female.

The multi-agency statutory guidance for the conduct of domestic homicide reviews requires that where a victim took their own life and it emerges that there was domestic abuse, a Domestic Homicide Review should be undertaken. At the time of writing, the first review following suicide is being undertaken in the region involving a victim in the Vale of Glamorgan.



Transitioning from
**Domestic
Homicide Reviews**
to
**Single Unified
Safeguarding
Reviews**

In 2022, a Welsh Government review found that Serious Case Reviews (SCR) and Domestic Homicide Reviews (DHRs) processes were hindering a common sense approach to reviews. Lessons learnt and recommendations identified through these processes were not shared or collated centrally, resulting in national and regional recommendations not being followed through. The review's recommendations include:

- The creation of a **Single Unified Safeguarding Review (SUSR)** which is cross agency, with a common framework, clear terms of reference, mapped in line with current APR and CPR frameworks.
- Governance of reviews to sit within Regional Safeguarding arrangements and not Community Safety Partnership and chairs of the reviews should be independent but public servants
- Creation of exceptional reporting process Ministerial Board.
- Central Repository for all reviews in Wales where key learning can be extrapolated and disseminated to prevent incidents and protect victims. Currently, this is managed by Cardiff University with plans for future transition to Welsh Government.
- National Annual learning and training events for practitioners.

SUSR Overarching Support Network



VAWDASV in the workplace

VAWDASV is everybody's business and every interaction with survivors is an opportunity to intervene, whether this is friend, family, service user, a colleague or an employee. Partners in the region have been supported to develop their workplace policies addressing VAWDASV. Cardiff Council has recently produced a Dignity at Work policy which also strengthens the response to VAWDASV and addressing all forms of harassment in the workplace.

According to research commissioned by the BBC[13]

40 % of women had experienced some form of unwanted sexual behaviour in the workplace

18 % of men had experienced some form of unwanted sexual behaviour in the workplace

Tudalen 888

Both sexual and sexist harassment are forms of sex-based discrimination under the **Equality Act 2010**. Article 40 of the **Istanbul Convention** requires states to *take the necessary legislative or other measures to ensure that any form of unwanted verbal, non-verbal or physical conduct of a sexual nature with the purpose or effect of violating the dignity of a person, in particular when creating an intimidating, hostile, degrading, humiliating or offensive environment, is subject to criminal or other legal sanction*

VAWDASV can have a significant impact on a survivor's emotional and physical wellbeing. They may need to take time off to recover and to deal with practical issues such as attending medical appointments, court hearings and specialist support. At the same time, it may be a place of emotional safety and stability. Equally, if the person causing harm is an employee, it is the employer's responsibility to take action to address their behaviour and hold them to account.

Support for survivors that could be offered by employers:

- Flexible working
- Paid leave
- Protective measures
- Employee support programme
- Peer support
- Signposting to specialist support including counselling

Professor Walby[16] estimates that domestic abuse costs UK businesses and workplaces over

£1.9 billion

4 in 5 women in Wales had experienced sexual harassment in the workplace[14]



1 in 5 of employed women take time off work because of domestic violence.[15]



We will:

- assist partners to update workplace policies to include workplace sexual harassment
- work with the Welsh Government to implement actions arising from the Blueprint workstream.

Women's Safety in Public Spaces

Street-based sexual harassment includes catcalls, whistles, unwanted sexual comments or jokes in public spaces.



68 89

Women and girls have a right to feel safe in public spaces and the responsibility for tackling sexual harassment sits firmly with those who perpetrate it.

It is not women's responsibility to keep themselves safe.

The fear of sexual harassment and assault runs deep in women's consciousness even if they haven't experienced it. The unconscious work that women already put into safety planning leaves them sacrificing their freedom for safety[19]

"My boyfriend can walk to the gym down that alley at 6pm in winter, I had to explain to him that I can't do that [...] in winter, life shouldn't stop for women at 4pm."

Women also described safety as: being recognised, having independence and the freedom to live their lives in the ways they want to, feeling safe that their actions, beliefs and voices would be believed and heard in the spaces they occupy.- Women's Perceptions of Safety findings (Cardiff Women's Aid)

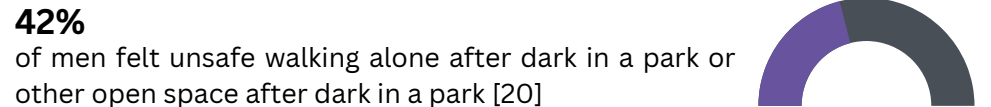
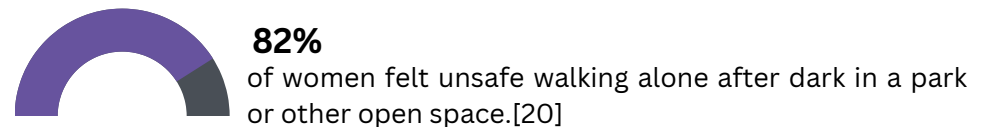
The region has a thriving night-time economy but it can be associated with higher levels of anti-social behaviour, sexual harassment and sexual violence.



Whilst alcohol and substance use may exacerbate certain situations, we are clear that they are not responsible for individuals' behaviour and are not an excuse for abuse. As a region and as a partnership, we need to tackle the underlying culture of sexism and misogyny that allows VAWDASV to flourish in these spaces.

The night-time economy involves:

- Cardiff City Centre but also other areas of the region that residents use to socialise, as well as transport routes.
- Events that attract large crowds such as sporting events and concerts
- All women and men but special consideration should be given to the student population, individuals travelling to and from the area and population more vulnerable to VAWDASV such as sexually exploited women, rough sleeping women and the LGBTQ+ community.



Vale of Glamorgan Council undertook a survey with residents and people working in the Vale about their feelings of safety. 132 people responded to the survey with two-thirds stating that they feel safe and only a third felt unsafe. Drug and alcohol, people hanging around and lack of visible police were cited as the main factors making people feel unsafe resulting in behaviour change including avoiding certain areas, driving/ getting a lift or booking a taxi or not going out alone.

Women's Safety in Public Spaces

In order to tackle sexual harassment in public spaces and the night-time economy, we have expanded our partnership work to include the private and business sector in order to create a region where women feel safe to live and socialise.

A number of initiatives have been created to ensure that women feel and are safe in public spaces including:

- **Environmental measures:** improved lighting and CCTVs
- **Street Safe:** an app that allows individuals to report geographical areas where they do not feel safe
- **'Ask for Ani':** this is codeword scheme provides anyone at risk of abuse with support in accessing help and a safe space in which to do so. It was piloted in pharmacies but has since expanded to spaces such as the Department for Works and Pensions (DWP).
- **'Ask for Angela':** an initiative that enables individuals who feel unsafe or threatened in clubs and bars to use this code-phrase so that a trained member of staff assists them by calling the venue security or the police, reuniting them with their friends or supporting them to get a taxi.
- **Safe Places:** an accessible, nationwide, network of support where anyone feeling intimidated, at risk or scared can take refuge. A list of these can be found on the Safe Places website. Physical locations also should have a sticker indicating that they are a 'Safe Place'.
- **Safe Spaces:** confidential, private and safe rooms for survivors who are experiencing domestic abuse and sexual violence, where they can access resources for support, a phone to contact a relative or agency for support and plan their next move. These can be found in Boots UK, Morrisons, Superdrug and Well pharmacies, HSBC, TSB banks and independent pharmacies across the UK.
- **Railway Guardian:** a British Transport Police app that enables individuals to share their journey with trusted contacts and alert them if they need assistance. The app also has an incident reporting ability.

Whilst well intentioned and welcomed, the above measures fail to place responsibility for the abuse on those who cause it and ultimately will not bring lasting change in stopping harmful behaviours.

As a region our approach includes the following:

- Reframing the discourse to centre women's rights to access public spaces without fear and support them to reclaim public spaces through marches, vigils and sits.
- Ensure that perpetrators are apprehended and relevant legislative tools are utilised including intelligence gathering and sharing about dangerous men; use of Public Space Protection Orders, Criminal Behaviour Orders (CBO) and Community Protection Notices (CPN)
- Work with men and boys to address their behaviour. Make women's safety everybody's business. From the bar staff and the bouncers to the British Transport Police (BTP) and bystanders everybody has a role to play in challenging attitudes and behaviours when they see them.
- Incorporate the above measures in campaigns and communication.

Tudalen 90



ASK FOR ANGELA



We will:

ensure there are more safe spaces throughout Cardiff, involving women and girls in their creation.

VAWDASV and Technology

"It seems that the deeply ingrained societal shame and taboo around sex and our bodies allows some people to believe there is an automatic 'green light' to use any sexual content of an individual as a tool to attempt to ruin their life or exploit them in other ways." - Madison, survivor of image-based sexual abuse (VAWG Principles for the Online Safety Bill)[21]

Online Abuse/ Cyberviolence Against Women/ Tech or ICT facilitated VAWG

This is not a distinct form of abuse but rather gender-based abuse happening in or extended to an online world.

What is online abuse?

- cyberstalking and tech-enabled abuse such as use of technology to gaslight in the context of domestic abuse and coercive control
- online harassment including sexual harassment
- grooming for exploitation or abuse
- image-based sexual abuse including so called 'revenge porn', upskirting, deepfake-porn, sexual extortion videos of sexual assaults and rapes
- rape threats
- doxing of women's personal information

There is a clear link between misogyny and sexism, the sexist harassment that women experience online, and online violence against women.

What is the impact?

As the online world operates on a 24 hour basis, it is impossible for survivors to escape online abuse. It causes anxiety, anger, difficulty sleeping, mistrust of the world, depression, fear of harm and shame. Ultimately though it restricts women's sexuality and women's freedom to expression. Carnegie's research[22] into democratic wellbeing shows that 63% of women in the UK always or frequently self-censor when online, most commonly due to fear of abuse and not wanting to get into an argument.

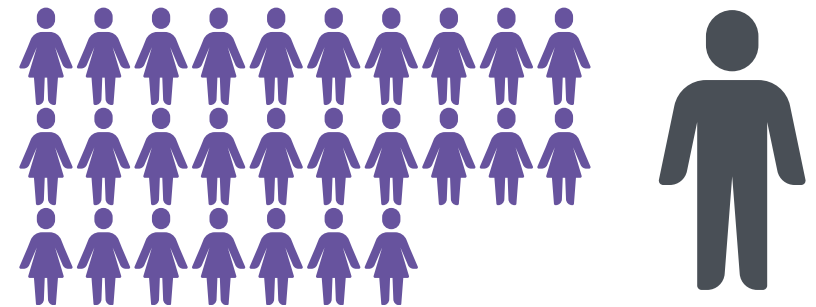
Prevalence

A 2017 Amnesty International online poll[23] asked 504 women aged 18-55 in the UK about their experiences of online abuse.



1 in 5 said they'd experienced abuse or harassment through social media

Women are 27 times more likely to be harassed than men.[24]



According to Amnesty International[25], Black women are 84% more likely to be abused online than white women.



Whilst as a region we cannot influence large tech companies to ensure that they use appropriate measures to prevent and address online abuse, we can, however, ensure that we routinely include online abuse in survivors' needs assessments, provide appropriate support, highlight these issues to the public and use available legislation to pursue perpetrators.



Chapter 4 **SUPPORT**

Support for Children and Young People

The below figures demonstrate the estimated number of children and young people who experience domestic abuse and sexual violence in Wales and in the region both annually and throughout their lifetimes (calculations are based on the prevalence estimates identified by an independent study commissioned by the NSPCC)[9]

	Cardiff	Vale of Glamorgan	Region
Estimated number of children exposed to domestic abuse during childhood	11,828	4,247	16,075
Estimated number of children exposed to domestic abuse in the past year	2,162	806	2,968

Judalen 93

For every high harm perpetrator of domestic abuse who has engaged with the Drive Programme in the region, there are more than 2 children who have to live with the impact of the abuse. The number is higher when we include all forms of VAWDASV and levels of risk.

This strategy's section on Early Years outlined the economic, policy and ethical case for specialist service provision for children and young people who experience VAWDASV. There are an estimate 2,968 children in the region who have experienced domestic abuse in the past year alone. The Domestic Abuse Act 2021 recognises children affected by domestic abuse as victims regardless of whether they were present during violent incidents. In line with the new legislation, children have a right to support relevant support.

We will:

ensure that children and young people continue to have access to age-appropriate specialist support

“Somebody to ask the children other than Social Services to talk them or ask how they feel, as they felt apprehensive in answering questions.” – VAWDASV Survivor

There are a range of services in the region for children and young people. This includes:

- One-to-one support;
- Group support;
- Children and young people's IDVA delivered both through specialist services and in health settings;
- Mentoring programme for children and young people (5-11 years old);
- Male IDVA that helps young people to understand and break the cycle of misogyny;
- Parent bonding that supports families to recover from their experiences of abuse;
- Gender specific services (11-16) that build young people's confidence and assertiveness;
- Healthy relationships support;
- Specialist support for children and young people at risk of sexual exploitation.

PARENT
BONDING

HEALTHY
RELATIONSHIPS
PROGRAMMES

MENTORING
PROGRAMME

- GENDER SPECIFIC
- CHILD-LED
- SUPPORTED BY SPECIALISTS

IDVA



Support to Black and Minoritised Communities



Survivors in the region are left struggling to access VAWDASV support due to their immigration status that prevents them from accessing public services and public funds. No Recourse to Public Funds' (NRPF) is not an immigration status but a condition that can be imposed by the Home Office on individuals as part of their leave to enter or remain in the UK. These public funds are specified in legislation, under section 115 of the Immigration and Asylum Act 1999.

Some people subject to immigration control also face restrictions which limit their access to work, social housing, renting accommodation, health care, and opening bank accounts. Perpetrators invariably use survivors' vulnerabilities including their insecure immigration status as a tool to instil fear and control them.

A lot more migrant workers and international students have come to Cardiff since the end of the COVID-19 restrictions and have been inevitably affected by the cost-of-living crisis. Their NRPF status prevents them from accessing VAWDASV services. In addition to survivors of domestic abuse, survivors of human trafficking and modern slavery also find themselves subject to the no recourse to public funds rule.

The current policy and legislative framework fails to provide equal support and protection to migrant survivors of VAWDASV, creating a two-tier protection system. The UK Government has ratified the Istanbul Convention but reserved article 59, which sets out state obligations to provide protection to migrant women. As a result, migrant victims and survivors are unable to access support and protection without discrimination regardless of their immigration or refugee status.

Whilst immigration is not a devolved policy area in Wales, the Welsh Government has made a commitment to making Wales a Nation of Sanctuary by using its devolved powers to implement measures towards this goal, such as funding immigration legal advice, promoting the Nation of Sanctuary concept across housing and homelessness sectors, developing accessibility to emergency accommodation options, and seeking to influence the Home Office to safeguard individuals from the most harmful outcomes. It has also committed to a Last Resort Fund for survivors with No Recourse to Public Funds.

Emergency fund

"For too long, Gypsy, Roma and Traveller (GRT) victims and survivors have been left behind" - Domestic Abuse Commissioner

Evidence shows that:

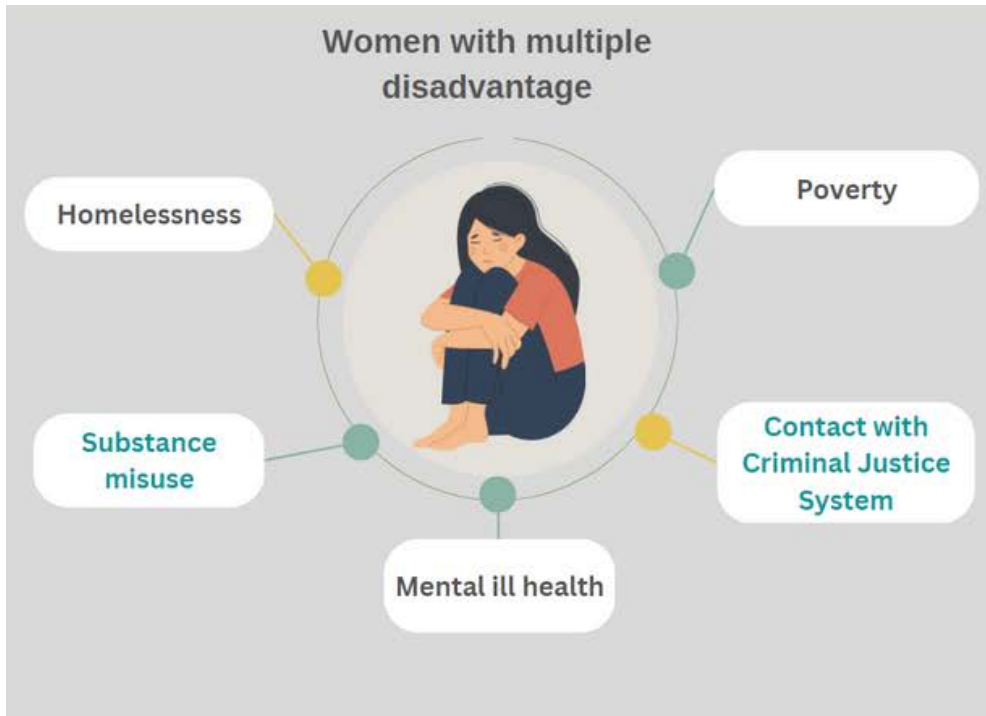
- According to the 2021 census, there are 1,340 people from the GRT community living in the region.
- Survivors from the GRT community are likely to be missed from ethnic monitoring statistics. 76% of GRT people have hidden their ethnicity to avoid discrimination or prejudice. [27]
- Some GTR survivors experience so-called 'honour-based abuse' but this not part of all GRT survivors' experiences.[28]
- The fear of social services leaves GRT survivors in fear of contacting the police. An increasing number of women are taking their lives after contact with social services. [28]
- Majority of GTR survivors are not aware of services because of lack of engagement with the communities.[28]

Similarly, the Polish community is invisible in statistics under the broad umbrella of 'white other' category despite 3,970 individuals in the region registering for settled status with the Home Office. The Femicide Census shows that Polish women are the second largest group murdered, after British nationals. Language barriers, lack of understanding of support available and the fear of children's services are a barrier to support.

We will:

gather data and information on the experiences of BME communities to better understand their needs.

Women with Multiple Disadvantage



Women and girls associated with gangs are often missed from data collection and narratives regarding county lines[29]. Even though, increasingly, professionals report that young women are involved in gangs in same level roles as young men, there is a gendered aspect to women and girls' involvement.

- Women and girls are recruited to gangs through coercion and sexual exploitation.
- Women and girls carry out the emotional labour within gangs.
- However, emotional connections and relationships in the gang mean that they are forced to escape both a relationship and the criminal network.
- Even though most county line activity involves drug dealing, women and girls are more likely to be subjected to sexual violence and exploitation.

- Women with multiple disadvantage (also known as complex needs) are less likely to present at specialist VAWDASV services.[30]
- More than a quarter of all support for women facing multiple disadvantage is offered around pregnancy (e.g. substance misuse specialist midwife & perinatal mental health support). [30]
- Women and girls' experiences of multiple disadvantage is further complicated by sexual exploitation and gang association.

Women's experiences of multiple disadvantage differ to men's experiences:

- Women and girls are more likely to be hidden homeless, sofa surfing, engaging in so-called 'sex for rent' and exploitative arrangements. [31]
- More than half of women in the criminal justice system have experienced domestic abuse and/or gender-based violence at some point in their lives [32].
- Women's mental health and substance misuse is strongly correlated with their trauma of abuse. Removal of children can be a major barrier to recovery.

The number of women with complex needs and associated risk have presenting to housing services in Cardiff have been increasing year on year:

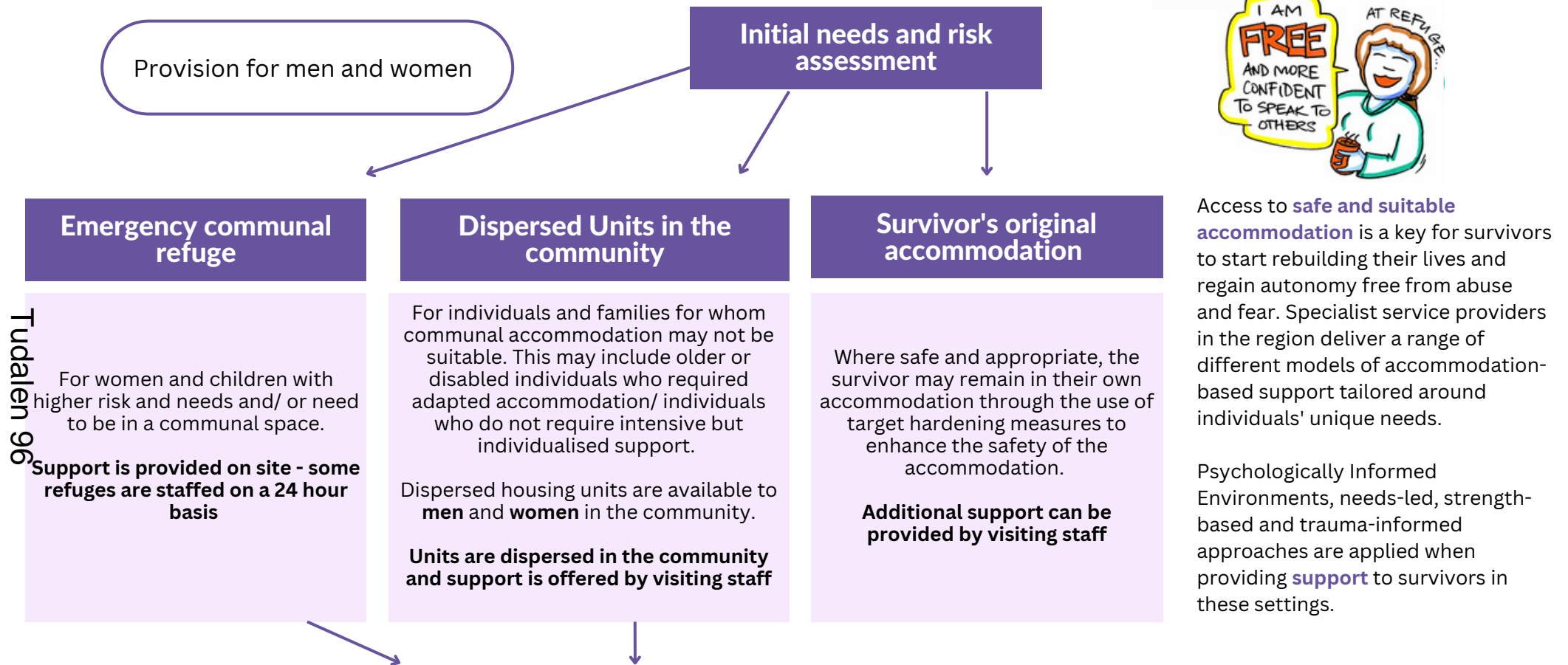
- **130 in 2019/20 (high risk - 48%)**
- **139 in 2020/21 (high risk - 57%)**
- **152 in 2021/22 (high risk - 61%)**

We recognise the need for gender responsive accommodation services for women who experience multiple disadvantage. We are therefore planning to develop specific housing provision for women who have complex needs.

We will:

implement recommendations from the Complex Needs Task and Finish Group.

Accommodation-based support



Rehousing - long-term accommodation

Our **Rapid Rehousing** approach means that we ensure that support fits around the survivor so that they can move to safe long-term accommodation and exit homelessness quickly.

We will: review all refuge accommodation to ensure that it continues to meet need

Sexual Exploitation

There isn't a source of data that would allow for the production of a representative estimate for **those exploited through the sex industry**. A study[3] commissioned by the Home Office and South Wales PCC into the "*nature and prevalence of prostitution and sex work*" identified a number of difficulties relating to data collection including its hidden, transient and multi-faceted nature and the inconsistent and partial collection of information. Most studies put the the UK figure in the region of 80,000[34]. Changes to the welfare benefits system, austerity and the increase in the cost of living, have pushed many women into poverty and sexual exploitation. Websites that previously were used to advertise sexual services have been shut down whereas the COVID-19 pandemic has led to the proliferation of online platforms such as Only Fans.

The discourse relating to this issue is often polarised between 'sex work' and 'exploitation'. Dr Mulvihill[35] provides a more nuanced analysis that accounts for women whose 'choice' to enter the sex industry is complicated by structural disadvantage such as poverty and destitution, insecure immigration status and no recourse to public funds, lack of viable employment alternatives often linked to lack of quality and affordable childcare. Their 'choice' is often a choice of no alternatives.

The lack of alternatives further disadvantages women in the industry by putting them at risk of structural harm and gender-based violence including rape, physical violence, robbery, stalking, blackmail as well as intimate partner violence and abuse.

In acknowledgement of these complexities, the use of language in the strategy refers to sexually exploited women/adults not 'sex workers'.

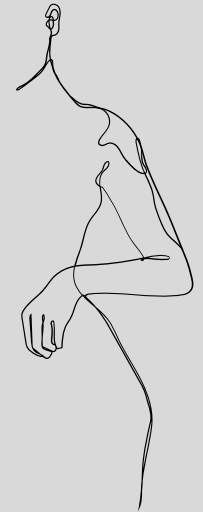
"You don't know how it makes me feel not being judged and treating me like a person."

"I like coming to the office. It's a Safe Space and feels like family."

VAWDASV survivors

We support the **All Wales Sexual Exploitation Operational Group's** recommendations:

- Commitment to including sexual exploitation in the National Training Framework.
- Identifying links between child sexual exploitation and adult sexual exploitation.
- Consistent guidance for police forces on addressing sexual exploitation.
- Acknowledging the specific nature of street harassment that sexually exploited women experience.
- Perpetrator interventions and workstreams to consider those who sexually exploit.
- Meaningful engagement for sexual exploitation survivors.



Agencies in the region are committed to improving their level of knowledge and understanding of the challenges and barriers faced by exploited people in accessing their services.

The Safer Wales' StreetLife project has been operating in Cardiff since 2005 and has transformed the lives of many women impacted by sex work and victims and survivors of sexual exploitation. The project is premised on the belief that women who are exploited through the sex industry have the right to be safe and are able to access appropriate support. A flexible, trauma informed, needs led, strengths based holistic service is delivered through:

- Evening Outreach
- Day time floating support and Assertive Outreach service
- Drop In/Safe space/Open Access through a dedicated Women's Centre
- Dedicated housing support with Cardiff Community Housing Association to support women to maintain their tenancies.

The service works with 150 women at any given time.

Modern Slavery and Human Trafficking

Myth

Modern Slavery and Human Trafficking (MSHT) only involve foreign nationals



Fact

32% of those referred to the Cardiff MSHT MARAC were for British Nationals

Myth

Women are the main victims of MSHT

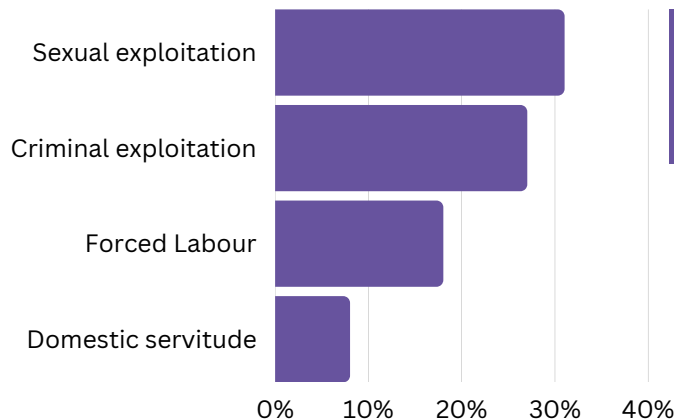


Fact

51% of referrals to the MSHT MARAC were men.

Myth

Trafficking involves mainly sexual exploitation



Fact

MSHT involves different forms of exploitation

* Data compiled from referrals to the MSHT for 2018-22

"I started going out with this guy. He was telling me: "I love you; I want to spend my life with you. You are the woman I wanted in my life", and in short, he started convincing me and I started to love this guy, but all of this that he was saying were lies. He deceived me and forced me to work or sleep with other men. He was threatening me with my children's life. he was telling me if I didn't do whatever he was saying I would not see my kids anymore. I was forced to do this thing, to sleep with many men in one night." - VAWDASV survivor testimony

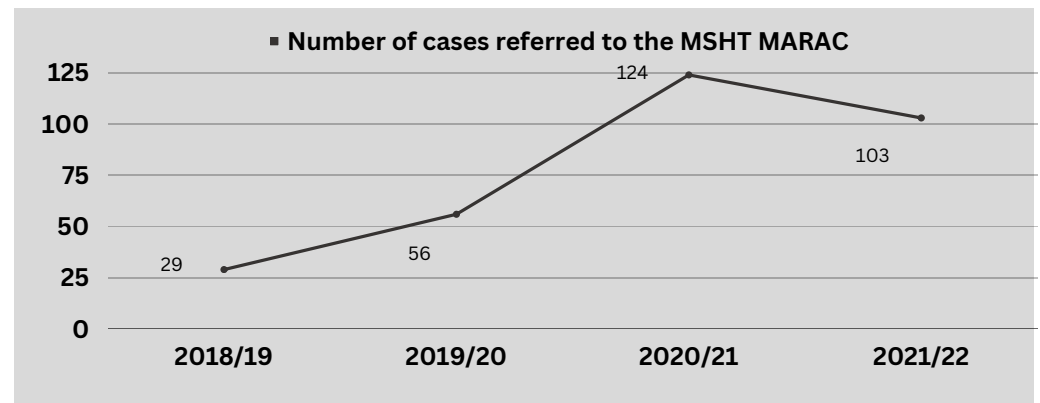
Myth

MSHT involves force and violence

Fact

Whilst MSHT can involve the use of force and violence, it can also involve **fraud, coercion and deception**

MSHT arrests in Cardiff and the Vale continue to grow. We are committed to continue to raise awareness with partners in the region to bring to light a crime that often remains hidden.



Focus on Sexual Violence

"Domestic abuse can however dominate the public and professional perception. This can, and has, led to responses starting and finishing with domestic abuse with the broader concepts missed. This might take the form of professionals not recognising issues for referral, treating abuse as a safeguarding issue rather than an offence or commissioners regarding domestic abuse provision as ticking all the boxes. During the life of this strategy we want to ensure that the understanding of VAWDASV is comprehensive, addressing sexual violence as successfully as we address domestic abuse for example" -

Welsh Government violence against women, domestic abuse and sexual violence: strategy 2022 to 2026

Survivors of sexual violence have often been less visible in discourse relating to VAWDASV due to the stigma and shame that they experience.

Since our last strategy, millions of survivors around the world broke the silence on sexual violence and sexual harassment with the emergence of the **#metoo** and **#timesup** movements. The number of referrals to specialist sexual violence services in the region have also been increasing annually both in numbers and in complexity, particularly with respect to mental health and safeguarding issues.

Whilst perpetrators are more likely to be somebody the victim knows, sexual violence doesn't always occur within the context of domestic abuse.

737 number of referrals to the **Sexual Assault Referral Centre (SARC)** in 2020/21.

1/3 of referrals to the SARC are for non-recent assault.

4% of the survivors accessing services by **New Pathways** require sexual violence support in the context of a domestic abuse situation.

22% report experience of domestic abuse at any time in their life

The partners' needs-led and trauma-informed response to sexual violence and abuse includes a range of options including: counselling and therapy, Sexual Abuse Referral Centre services (including forensic examinations), advocacy and support with the criminal justice system, psychoeducational, emotional and practical support. New Pathways also provide awareness raising sessions, sexual violence and trauma training for practitioners.



Health Responses to VAWDASV

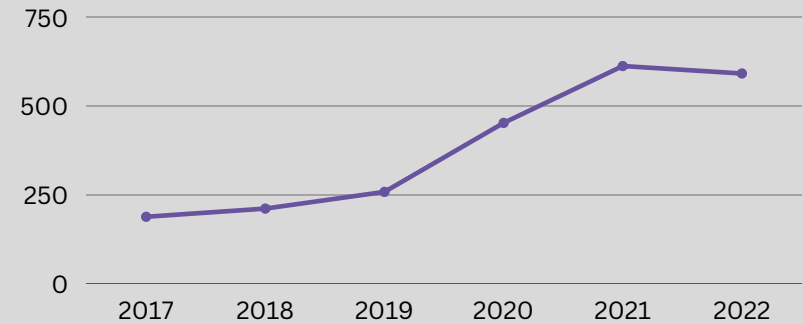
Hospital-based IDVA

VAWDASV is a public health issue with significant consequences on survivors' physical and mental health and wellbeing. Research[36] indicates that survivors engaging with an IDVA in a hospital setting were more likely to disclose higher levels of multiple needs related to their mental health, drugs and alcohol than those accessing community services.

The COVID-19 pandemic created a safety requirement for individuals to present at health services without a friend or family member accompanying them. This created a natural opportunity of safe enquiry of all individuals presenting at the emergency department leading to a 67% increase in the number of disclosures. In response, routine enquiry has been further embedded in the work of the department.

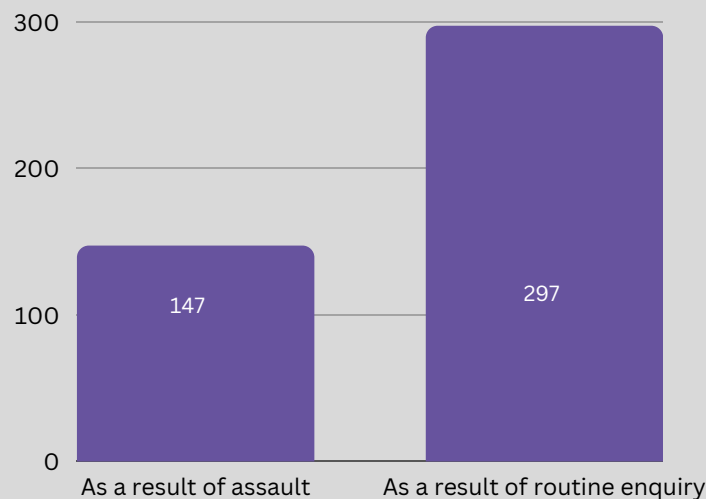
A newly established Young Person's IDVA will support patients between the ages of 11 -17 years old who have experienced VAWDASV including domestic abuse, sexual violence and sexual exploitation.

Annual number of survivors supported by the IDVA service



Total 1000

Source of referral to IDVA 2022/23



Women's Wellbeing Clinic

The **Women's Wellbeing Clinic** at the Cardiff Royal Infirmary is a fast-track service offering specialist treatment & support to females who have undergone Female Genital Mutilation (FGM). Professionals and all females affected by FGM can self-refer into the Women's Wellbeing Clinic regardless of age.

Women receive a continuity of care through a specialist midwife who assesses and supports newly arrived asylum seekers and supports them throughout their journey, including in theatre during defibulation. However, the service is forced to decline referrals from neighbouring areas and is unable to provide consistent and specialist support to survivors dispersed to other areas of Wales. The clinic is also equipped with a psychologist that provides support with the multiple layers of trauma that asylum seeking women experience. **Women accessing the service express a desire for them to be the last ones in their family to have FGM.**

Migrant women experience distinct forms of violence and trauma.

in their country of origin

during the migration process

upon arrival to the host country

Health Responses to VAWDASV

IRIS+ What is IRIS+?

IRIS+ stands for Enhanced Identification and Referral to Improve Safety and it extends the successful IRIS project, which involves increasing the identification, documentation, and referral of female victims of domestic violence and abuse and survivors of abuse within GP surgeries.

Aims of IRIS+

We know that for many victims and survivors of domestic violence and abuse the GP surgery is the one place they can be seen alone. We also know that male and female victims and survivors feel that it would be appropriate for their GP or nurse to ask them about domestic violence and abuse.

IRIS+ aims to improve the general practice response to domestic violence and abuse by training primary healthcare professionals and providing a direct and simple referral pathway to a local specialist service. The intervention model incorporates training about, and a referral pathway for:

- male victims/survivors and perpetrators
- female perpetrators (as well as victims/survivors)
- children exposed to domestic violence and abuse

There are 57 surgeries in the region. In the last 3 years the following number of surgeries have received training:

Year 2018-2019

5 practices

2019-2020

17 practices

2020-2021

2 practices

We will:

Ensure that IRIS+ is fully implemented in the region.



Recovery

The estimated cost of the physical and emotional harms incurred by victims of domestic abuse alone is **£47 billion**, with the emotional harms (the fear, anxiety and depression experienced by victims as a result of domestic abuse), accounting for the overwhelming majority of the overall costs.[37]

VAWDASV is widely recognised as a public health issue and human rights violation, but studies[38] show that it is also a **public mental health issue** with a bidirectional causal association between poor mental health and VAWDASV.

- There is an association between depression and subsequent domestic violence and abuse. Equally domestic abuse increases the likelihood of depression in women, including post-natal depression.
- People in contact with secondary care have a history of particularly high rates of sexual violence, with 10% prevalence of past-year sexual violence. More than half of those who had experienced rape or attempted rape reported having attempted suicide as a result of their experiences.
- Small number of studies suggest high levels of symptoms, including symptoms of depression, anxiety, and PTSD in women who have escaped their traffickers.
- Women with FGM might be more likely to have a psychiatric diagnosis and to experience symptoms of anxiety, depression, somatisation, PTSD, and low self-esteem.

Our services

Atal y Fro	198 Holton Road, Barry, CF63 4HN 01446 744 755
BAWSO	Sovereign Quay, Havannah Street, Cardiff, CF10 5SF 02920 644 633 & 0800 731 8147
Cardiff Women's Aid	50 Meteor St, Cardiff CF24 0HE 029 2046 0566
Cedar Project	
New Pathways	19 St. Andrew's Crescent, Cardiff, CF10 3DB 02920 220 390
RISE	Royal Infirmary, Block 24, RISE One Stop Shop, 24 Longcross St, Cardiff CF24 0JT - 029 2046 0566
Safer Wales	1st Floor, Castle House, Castle Street, Cardiff, CF10 1BS - 02920 22 00 33
Safer Merthyr Tydfil	89-90 Pontmorlais, Merthyr Tydfil CF47 8UH 01685 353999 Interventions delivered at the Quaker House in Cardiff
Sexual Assault Referral Centre (SARC)	Ynys Saff SARC, Cardiff Royal Infirmary, Glossop Road, Cardiff, CF24 0SZ - 029 20 49 22 33
Women's Wellbeing Clinic	Cardiff Royal Infirmary, Longcross Street, CF24 0SZ 02920 33 54 49

Live Fear Free Helpline	Pan Wales VAWDASV Helpline	0808 801 0800
Galop	Helpline for LGBTQ+ survivors	0800 1303335
SignHealth	Deaf survivors	Text 07800 003421 da@signhealth.org.uk
Forced Marriage Unit	Support for Forced Marriage survivors	020 7008 015
Karma Nirvana	Honour Network Survivors Helpline	0800 5999 247
Modern Slavery Helpline	Support for survivors of Modern Slavery	0800 0121 700
The Traveller Movement	Helpline for Gypsy, Roma & Traveller Women	0754 1637 795
Vesta Specialist Family Support	Support for Polish Survivors & Perpetrators	0800 061 4004
Men's Helpline	Support for male victims of abuse	0808 8010 327
Revenge Porn Helpline	Supporting survivors of imaged-based abuse	0345 6000 459
Stop it Now!	For anyone concerned about child abuse including those worried about their own thoughts or behaviour	0808 1000 900

Glossary

ACE—Adverse Childhood Experience
 BCU—Basic Command Unit
 CPS—Crown Prosecution Service
 CSE—Child Sexual Exploitation
 FGM—Female Genital Mutilation
 GP—General Practitioner
 HBV—Honour Based Violence
 IDVA/ISVA/IPA—Independent Domestic/Sexual Violence Advocate/Independent Personal Advocate
 IRIS—Identification and Referral to Improve Safety
 LGBTQ+—Lesbian, Gay, Bisexual, Transgender & Queer
 MAPPA—Multi-Agency Public Protection Arrangements
 MARAC—Multi-Agency Risk Assessment Conference
 MASH—Multi-Agency Safeguarding Hub
 NRM—National Referral Mechanism
 NTF—National Training Framework
 PCC—Police and Crime Commissioner
 PPN—Public Protection Notice
 PSE—Personal and Social Education
 SARC—Sexual Assault Referral Centre
 SWP—South Wales Police
 SUSR—Single Unified Safeguarding Review
 VAWDASV—Violence against Women, Domestic Abuse and Sexual Violence
 WASPI—Wales Accord in Sharing of Personal Information

Key dates for your diary



1st week February	Sexual Violence Awareness Week
6th February	International Day of zero Tolerance for Female Genital Mutilation
8th March	International Women's Day
18th March	Child Sexual Exploitation (CSE) National Awareness Day
18th April	National Stalking Awareness Day
17th May	International Day against Homophobia and Transphobia
14th July	Memory for Victims of Honour Based Violence
19th November	International Men's Day
20th November	Children's Rights Day
25th November	International Day to Eliminate Violence Against Women/ White Ribbon Day
November	National Safeguarding Week
17th December	International Day to Eliminate Violence Against Sex Workers
10th December	Human Rights Day

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Mae'r dudalen hon yn wag yn fwriadol



Cardiff and Vale of Glamorgan Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023 – 2028 Implementation Plan 2023-2028

Tudalen 107

VISION: People who live, work, study in and visit Cardiff and the Vale of Glamorgan have the opportunity to live positive, independent lives without being affected by violence and abuse.

AIMS:

 <p>PREPARE</p>	 <p>PURSUE</p>	 <p>PREVENT</p>	 <p>PROTECT</p>	 <p>SUPPORT</p>
<p>Improve strategic planning and commissioning of VAWDASV services through a more coordinated partnership approach across the region</p>	<p>Address perpetrators of VAWDASV by improving intelligence sharing across services and the use of legal powers to disrupt and convict</p>	<p>Proactively address negative attitudes and behaviours that have the potential to result in VAWDASV, recognising this as 'everyone's business'</p>	<p>Improve the multi-agency response and support to all victims of VAWDASV and their children, regardless of risk level or needs</p>	<p>Ensure that innovative, flexible and evidence-based services are available to meet the needs of victims experiencing forms of VAWDASV</p>

This document is also available in Welsh

It's In our hands

This implementation plan has been developed with the input of survivors and partners during consultation events and one-to-one meetings. It has been influenced by current key legislative and policy drivers including the Welsh Government’s Blueprint and the high-level delivery plan that accompanies it. **This implementation plan is a living document and will be updated as new Welsh Government requirements, legislation, national or local specific activities are identified.**

Tudalen 108

INTRODUCTION				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will assist the Welsh Government to implement the actions arising from the Blueprint approach and workstreams	Ensure engagement with local, regional and national networks and forums such as the VAWDASV Research Network Wales, HBA Leadership Group, Cardiff Night-time Economy Group etc.	Attendance record of meetings and contributions.	Mar 2026	Regional Team
	Ensure representation at workstreams and/or sharing of information and issues with other Regional Advisers	Attendance record of meetings and contributions	Mar 2026	Regional Team
We will ensure this strategy aligns with relevant policy and related action plans, as these are reviewed and renewed	Establish a governance structure that reflects strategic priorities and creates appropriate lines of accountability between groups and individuals	A governance structure with clear lines of accountability is available and operational with minutes being kept centrally	Sept 2023	Regional Team
	Ensure VAWDASV is reflected in other appropriate governance structures e.g. community safety, safeguarding, health and social care etc	VAWDASV is prioritised on agendas and minutes are kept	Sept 2023	Regional Team
	Work with the South Wales Collaborative Board to ensure alignment with strategic priorities across the South Wales footprint	Attendance record of meetings and contributions	Ongoing	Regional Team
We will assist with developing and implementing a CEDAW City action plan	Work with colleagues in HRPS to develop and implement an action plan	Action plan developed and shared	Oct 2023	Regional Team and HRPS
	Update Cabinet as and when requested	Reports drafted and submitted	Ongoing	Regional Team and HR Team

PREPARE				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will work with partners across the region to continually improve data collection and analysis	Establish a Task and Finish Group to agree data types, categories and frequency of data collection with partners in the region	Data Dashboard produced (standard agenda on Executive group)	Dec 2023	Regional Team
	Map and analyse activities with schools (Spectrum, Operation Encompass, NTF) to ensure that we best target our resources	Schools prioritised for interventions depending on need	Sept 2025	Regional Team and Executive
	Analyse data on a quarterly/annual basis to identify trends, strengths, gaps, reduce duplication, clarity regarding what data is used for and how it adds to the overall VAWDASV picture. Report to the VAWDASV Executive Group (as a standard agenda item)	Consultation/literature review completed. Recommendations presented to Exec Group	Mar 2028	Regional Team
	Use available data to assess performance and inform future commissioning	Commissioning underpinned by needs analysis	Mar 2028	Regional Team
We will ensure the lived experiences of survivors informs ongoing service development and delivery	Map out survivor engagement and participation activities in the region	List of survivor engagement opportunities in the region	Mar 2025	Regional Team
	Develop a model for regional engagement to influence planning and delivery of key strategic priorities	Framework for survivor engagement developed	Mar 2025	Regional Team / Providers
	Invite survivor representative(s) to be included in the governance structure	Record of attendance in minutes	Mar 2025	Regional Team / Providers
We will continue to learn from experts	Ensure we engage with, and remain abreast of, all relevant research affecting VAWDASV and consider if suitable for the region	Relevant research documents shared with Executive and identified on minutes	Mar 2028	All partners
	Continue to invite notable researchers and speakers to talk at events and during 16 Days of Action (White Ribbon)	Invitations to attend talks/events circulated	Mar 2028	All partners
We will support the Welsh Government's Blueprint work to ensure that survivors of all ages receive the support that they need	Ensure attendance at Older People and Children and Young People Workstreams	Attendance record of meetings and contributions	Mar 2026	Regional Team
	Work with Welsh Government and partners to agree and implement any recommendations arising from the Workstream's activity	Workstream minutes, briefings and reports	Mar 2026	All partners
We will seek to understand the distinct needs and barriers to support that disabled survivors	Engage with survivors and relevant disability support groups to gather information on support needs and barriers to access	Invitations to consultation events, surveys and minutes of meetings	Dec 2026	Regional Team / Providers

PREPARE				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
experience in order to improve access	Work with all partners to consider how to overcome identified barriers to ensure equality of access to services for disabled victims	Summary of victim engagement identifying issues; meeting minutes	Sept 2027	All partners
We will continue to pilot the Cedar Project for male victims to inform formal procurement of a bespoke service	Undertake a comprehensive review of the pilot's delivery and seek feedback from service users	Report produced and new service specification developed	Sept 2024	Housing Support Grant Teams
	Prepare for formal commissioning and implement the new service	Formal documentation included with invitation to tender on Sell2Wales	Dec 2024	Housing Support Grant Teams
We will support the regional implementation of the Relationships and Sexuality Education (RSE) curriculum to promote children and young people's understanding of consent, healthy and respectful relationships	Ensure that messaging to schools is as consistent and accurate as possible through seeking feedback from the Regional	Activity reports; feedback from pupils, teachers, schools and parents	Mar 2028	Regional Team

PURSUE				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will improve our understanding of sexual violence to develop and enhance our response	Capture all available data both UK-wide, Wales-wide and regionally to ascertain demand, trends and outcomes	Data capture; analysis; reports circulated; meeting minutes	Mar 2025	Regional Team, SWP/PCC
We will support partners to implement the new powers originating from legislative changes	Assist partners in the Criminal Justice System to widen awareness of new powers and how to implement them	Engagement/training events; publicity materials; reports on usage of new powers	Mar 2028	Regional Team, SWP/PCC
We will raise awareness of legislative changes to encourage appropriate reporting, signposting and support	Produce publicity materials and hold public-facing events and campaigns to highlight changes whenever possible	Materials produced and circulated; number of events and campaigns held	Mar 2028	SWP/PCC / Regional Team
	Share relevant information with partners including publicity materials to share with staff and service users	Materials produced and circulated; number of events and campaigns held	Mar 2028	SWP/PCC / Regional Team
We will continue to place accountability for abuse on those who cause harm	Assist Welsh Government to implement a whole system approach for tackling perpetration	Increased percentage of convictions, use of orders and other policing powers.	Mar 2026	Welsh Government
	Work with Welsh Government to identify, develop and implement effective interventions that enable everyone in society to challenge misogynistic attitudes, beliefs and behaviours	Engagement events; analysis; reports circulated; implementation plan of any interventions;	Mar 2026	Welsh Government
We will tackle perpetration by supporting the Welsh Government's relevant Blueprint workstream	Assist with mapping provision and identifying best practice	Meeting minutes and map of provision	Mar 2026	Welsh Government
	Working with Welsh Government and other partners, consider how to fill gaps in delivery	Meeting minutes; briefings and reports	Mar 2026	Welsh Government
We will explore accredited and evidence-based programmes that address harmful behaviours related to all forms of VAWDASV and support efforts to secure interventions	Provide a range of educational and support opportunities for those at risk of carrying out abuse and violence, ensuring that any commissioned programmes are psychologically informed, evidence based and have access to an integrated support service for victims	Invitations to tender; grant agreements, contracts; meeting minutes	Mar 2028	SWP/PCC / Regional Team
	Ensure commissioned programmes are quality assured and have received relevant accreditations	Copies of accreditation certificates	Mar 2028	SWP/PCC / Regional Team

PREVENT				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will encourage more schools to embrace the whole school approach to VAWDASV	Promote the whole school approach at every opportunity	Record of engagement	Mar 2028	Regional Team / Education colleagues
	Consider ways to support schools through campaigns, training and pathways to specialist services	Record of meetings and contributions; publicity materials provided	Mar 2028	Regional Team / Education colleagues
We will continue to work with universities and colleges to strengthen their response to students experiencing VAWDASV	Continue to hold regular meetings to share good practice and identify issues	Meeting minutes and records of attendance	Mar 2028	Regional Team
	Consider ways to support students through campaigns, training and pathways to specialist services	Record of meetings and contributions; publicity materials provided	Mar 2028	Regional Team
We will use every opportunity to challenge victim-blaming attitudes and raise awareness of support services	Support the Welsh Government's delivery of Bystander Intervention Programmes	Promotion of the availability of training	Mar 2026	All partners
	Ensure that through delivery of training and events, a culture where the challenge of victim-blaming is accepted and recommended	Training records; feedback and bespoke surveys	Mar 2028	All partners
We will continue to ensure the workforce is skilled to identify, refer and support victims and perpetrators	Deliver training to relevant groups in line with the National Training Framework (NTF)	Records of attendance and training records	Mar 2028	Regional Team / Health / Velindre NHS Trust
	Undertake a workforce training needs assessment	Training assessment document	Sep 2023	Regional Team
	Develop and deliver additional (bolt-on) training for practitioners as part of the National Training Framework as identified by the training needs assessment	Training plans	Mar 2028	Regional Team / Health / Velindre NHS Trust
	Ensure that delivery of training includes a module on responding to perpetrators	Training plans	Mar 2028	Regional Team / Respect / Health / Velindre NHS Trust
	Work with the Welsh Government to develop training for professionals that focuses upon the specific issue of the abuse of older people, and which enables practitioners to understand the	Training plans	Mar 2028	Welsh Government, Regional Team / Health /

PREVENT				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
	limitations of conceptualising the abuse of older people as 'elder abuse', for example, coercive behaviour.			Velindre NHS Trust
We will support partners to continue to reapply for the White Ribbon status	Continue to develop an annual calendar of public events around the 16 days of action to tackle violence against women and girls	Calendar published and circulated widely	Mar 2028	Regional Team
	Work with partners to submit applications and undertake ongoing activities and monitoring	Accreditations achieved	Mar 2028	Regional Team / partners

PROTECT				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will implement the agreed recommendations from the review of Multi-Agency Risk Assessment Conferences (MARACs)	Implement an over-arching MARAC Steering Group for the region	Meeting minutes and records of attendance	Sept 2023	Regional Team
	Work to ensure cross-boundary MARAC Coordinator support and absence cover for roles	Job descriptions, service level agreement	Dec 2023	VoG Community Safety / Cardiff Council Adults Services
	Develop clear protocol for integration and operation of daily discussions with MARAC meetings and management	Operational guidance and instructions circulated to all partners	Mar 2024	Regional Team and all partners
	Improve MARAC data monitoring and production of regular reports to regional MARAC Steering Group	Quarterly reports produced and circulated; submissions to Safe Lives	Mar 2024	MARAC Coordinators
We will strengthen our safeguarding response to honour-based abuse and female genital mutilation by developing clear pathways of support	Develop pathway of support for all cases of identified and suspected FGM	Development and circulation of clear pathways; referrals received; provider feedback	Mar 2025	MASH partners
	Develop pathways of support for all cases of identified and suspected honour-based abuse	Development and circulation of clear pathways; referrals received; provider feedback	Mar 2025	MASH partners
We will continue to ensure that children subject to safeguarding are given specialist support to recover from the abuse and trauma they have suffered	Continue to roll-out the Safe & Together model to relevant health and social care staff	Records of staff training; staff feedback	Mar 2028	Children's Services
	Ensure there are robust pathways to specialist support from Early Help services	Development and circulation of clear pathways; referrals received; provider feedback	Dec 2025	Regional Team / Children's Services
We will work with the Regional Safeguarding Board to implement recommendations from the Independent Inquiry into Child Sexual Abuse (IICSA) report	Assist as required with any activity identified by the Regional Safeguarding Board	Meeting minutes	Mar 2024	All partners
We will assist partners to update workplace policies to include workplace sexual harassment	Assist Welsh Government to understand the scale of workplace harassment and to support the effective prevention and response	Summary of engagement identifying issues; meeting minutes; reports submitted	Mar 2026	All partners
	Ensure all partner workplace policies are updated	Record of workplace policies,	Mar 2026	All partners

PROTECT				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
	to include workplace harassment	versions and renewal dates		
We will work with the Welsh Government to implement actions arising from the workplace harassment Blueprint workstream	Work with the Welsh Government to identify relevant legislation in relation to sexual harassment in public spaces and develop a common approach for the police and other agencies to enforce it	Invites to consultation; surveys; analysis; reports circulated	Mar 2026	Welsh Government
	Support the Welsh Government in the development of public campaigns, specifically focusing on the prevention of sexual harassment in public spaces	Campaign material; social media posts and reach	Mar 2026	Welsh Government
	Support the Welsh Government and regional partners to understand what "safety" in public spaces means for different groups by undertaking intersectional consultation with survivors and the public	Invites to consultation; surveys; analysis; reports circulated	Mar 2026	Welsh Government
We will ensure there are more safe spaces throughout Cardiff, involving women and girls in their creation	Work with colleagues in Education to engage women and girls in reviewing availability	Summary of engagement identifying issues; meeting minutes; proposals	Dec 2023	Regional Team / Education
	Increase provision of Safe Spaces including Council Hubs and Libraries	Inclusion on Safe Spaces scheme map and app	Mar 2024	Regional Team

SUPPORT				
Commitment	Milestones/Actions	Evidence of Achievement	Timescale	Lead
We will ensure children and young people continue to have access to age-appropriate specialist support	Ensure equivalent provision is built into any future service recommissioning	Invitations to tender; grant agreements, contracts; meeting minutes	Sep 2025	Regional Team / HSG leads
We will gather data and experiences of BME communities to better understand their needs	Engage with survivors and relevant BME groups to gather information on support needs and barriers to access	Invitations to consultation events, surveys and minutes of meetings	Sep 2025	Regional Team / HSG leads
	Work with all partners to consider how to overcome identified barriers to ensure equality of access to services for BME victims	Summary of victim engagement identifying issues; meeting minutes	Sep 2025	Regional team / HSG leads
We will implement recommendations from the Complex Needs Task and Finish Group	Review all available data on current demand, journeys, barriers and both provider and survivor input to design a new approach to supporting this cohort	Engagement activity; analysis and reports circulated	Sep 2025	Regional Team / HSG leads
	Taking into account any best practice identified, implement a bespoke model of support for women identified as having complex needs	Service specification, monitoring reports	Sep 2025	Regional Team / HSG leads
We will review all refuge accommodation to ensure that it continues to meet need	Review all available data on current demand, journeys, barriers and both provider and survivor input	Engagement activity; analysis and reports circulated	Sep 2025	Regional Team / HSG leads
	Develop a proposal for future use of refuge provision including agreed pathway through support	Invitations to tender; grant agreements, contracts; meeting minutes	Sep 2025	Regional Team / HSG leads

Single Impact Assessment

Cardiff Council

Appendix 3



1. Details of the Proposal

What is the proposal?

Title: **Cardiff and Vale of Glamorgan Violence Against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028**

Is this a new proposal or are you amending an existing policy, strategy, project, procedure or service?

New

Existing

Directorate/Service Area:

Adults, Housing & Communities

Who is developing the proposal?

Name: Natalie Southgate

Job Title: Partnership Delivery Manager

Responsible Lead Officer (Director or Assistant Director):

Jane Thomas, Assistant Director

Cabinet Portfolio:

Authorisation	
Completed By:	Natalie Southgate
Job Title:	Partnership Delivery Manager
Date:	December 2022
Approved By:	Jane Thomas
Job Title:	Assistant Director, Adults Housing & Communities

Document History – do not edit.

The Single Impact Assessment (SIA) can be strengthened as time progresses, helping shape the proposal. Version control will provide a useful audit trail of how the SIA has developed. Draft versions of the assessment should be retained for completeness, however only the final version will be publicly available. Draft versions may be provided to regulators if appropriate.

Version	Author	Job Title	Date
1	Fiona Gibson	Senior Corporate Policy Officer	12/10/2022
2	Fiona Gibson	Senior Corporate Policy Officer	12/04/2023

2. Overview of the Proposal

What action is the Council considering and why?

Please provide a detailed outline of the proposal. This information will support your findings in the impact assessments.

The Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) 2015 laid out a requirement for local authorities and Health Boards to jointly prepare regional strategies to tackle violence against women, domestic abuse and sexual violence (VAWDASV). The regional strategy sets out an overarching vision and high level aims as follows:

Vision:

People who live, work and visit Cardiff and the Vale of Glamorgan have the opportunity to live positive, independent lives without being affected by violence and abuse.

Aims:

Aim 1 - PREPARE

Improve strategic planning and commissioning of VAWDASV services through a more coordinated partnership approach across the region.

Aim 2 - PURSUE

Address perpetrators of VAWDASV by improving intelligence sharing across services and the use of legal powers to disrupt and convict.

Aim 3 - PREVENT

Pro-actively address negative attitudes and behaviours that have the potential to result in VAWDASV, recognising this as everyone's business.

Aim 4 - PROTECT

Improve the multi-agency response and support to all victims and their children regardless of assessed risk level and needs.

Aim 5 - SUPPORT

Ensure that innovative, flexible and evidence-based services are available to meet the needs of victims experiencing any form of VAWDASV.

Background

1. Violence against women, domestic abuse and sexual violence is a fundamental violation of human rights, and both a cause and consequence of inequality. Tackling violence against women, domestic abuse and sexual violence (VAWDASV) has far-reaching consequences for women, men, children, families, communities and society as a whole. Tackling these enduring social problems requires a distinct and proportionate approach to enable everyone to live fear free in safe, equal and violence free communities.
2. The Violence against Women, Domestic Abuse and Sexual Violence Act (Wales) 2015 set out a requirement for local authorities and Health Boards to jointly prepare regional strategies to tackle VAWDASV.
3. The Welsh Government has set out in its 2022-26 national strategy an objective to provide all victims with equal access to appropriately resourced, high quality, needs-led, strength-based, inter-sectional and responsive services across Wales. It prioritises early intervention and prevention by creating an objective to increase awareness in children,

young people and adults of the importance of safe, equal and healthy relationships and empowering them to positive personal choices.

4. The regional VAWDASV strategy recognises that anyone (women, men, children and young people) can experience and be affected, it addresses violence and abuse directed towards women, men, girls and boys and violence and abuse perpetrated by men and women. It acknowledges that it can happen in any relationship regardless of sex, age, ethnicity, gender, sexuality, disability, religion or belief, income, geography or lifestyle. However, it is acknowledged that women and girls are disproportionately affected by domestic abuse, rape and sexual violence, sexual exploitation (including through the sex industry), modern day slavery, forced marriage, female genital mutilation, child sexual exploitation and abuse, stalking and sexual harassment.
5. The Strategy identifies a number of “We Will” commitments to be delivered across all the partners involved in the region and will be monitored by a new implementation plan through an updated governance structure.

Data Review

6. The Strategy identifies the following demographic and service data:

Regional Data

The area covered by the boundaries of Cardiff and the Vale of Glamorgan has a total population of **494,200**, 15.9% of the total Welsh population. This comprises of **195,200** females and **180,700** males, **55,300** girls and **60,000** boys over the age of 19 (*source: Census data 2021*).

a. Age

The ages of the population are as follows:

	Cardiff			Vale		
	Female	Male	Total	Female	Male	Total
0-4	9,400	9,700	19,100	3,400	3,500	6,900
5-9	10,500	11,000	21,500	3,900	4,000	7,900
10-14	10,500	11,000	21,500	4,000	4,300	8,300
15-19	13,600	12,900	26,500	3,400	3,600	7,000
20-24	19,700	18,200	37,900	2,900	3,100	6,000
25-29	14,600	14,700	29,300	3,700	3,500	7,200
30-34	13,800	13,200	27,000	4,200	3,700	7,900
35-39	12,700	12,200	24,900	4,200	3,900	8,100
40-44	11,200	11,000	22,200	4,200	3,900	8,100
45-49	10,200	10,100	20,300	4,300	4,000	8,300
50-54	10,700	10,300	21,000	4,800	4,400	9,200
55-59	10,700	9,900	20,600	5,000	4,500	9,500
60-64	9,200	8,900	18,100	4,500	4,200	8,700
65-69	7,600	7,200	14,800	4,100	3,700	7,800
70-74	7,300	6,800	14,100	4,100	3,700	7,800
75-79	5,200	4,400	9,600	3,100	2,600	5,700
80-84	4,000	2,900	6,900	2,200	1,700	3,900
85-89	2,800	1,700	4,500	1,400	1,000	2,400
90+	1,900	900	2,800	900	400	1,300
TOTALS	185,600	177,000	362,600	68,300	63,700	132,000

The 70–74 age group has seen the most significant increase (34%) since the 2011 census.

b. Ethnicity

79.2% of people in Cardiff identified their ethnic group within the "White" category; 4.0% identified their ethnic group within the "Mixed or Multiple" category; 9.7% of identified their ethnic group within the "Asian, Asian British or Asian Welsh" category and 2.4% identified their ethnic group with "Black, Black British, Black Welsh, Caribbean or African."

c. Disability

The 2011 Census data indicated that **20.5%** (up from 18.6%) of the regional population have some form of **disability** as detailed below:

Disability	% 2011 Censu s	% 2021 Censu s
Day-to-day activities limited a lot	9.2	9.5
Day-to-day activities limited a little	8.8	11
Day-to-day activities not limited	82.0	79.6
All categories: Long-term health problem or disability	100.0	

d. Sexuality

With regards to sexuality, according to the 2021 Census 5.34% of Cardiff's population do not consider themselves to be heterosexual:

Service Data

Services available from 1st April 2018 include:

- 1 x One Stop Shop (Cardiff only)
- 62 x Independent Domestic Violence Advocates (IDVAs) and 12 Independent Sexual Violence Advocates (ISVAs)
- 89 x units of specialist accommodation
- 1 x provider of 2 community perpetrator programmes
- 3 providers of 3 early intervention programmes for those who cause harm
- 3 x MARAC Coordinators and
- 1 x Domestic Abuse Coordinator, 1 x VAWDASV Manager and 1 x Regional VAWDASV Adviser

In 2021/22:

- 7,578 incidents of Domestic Abuse were reported, resulting in 4,694 recorded crimes.
- 811 Stalking crimes were recorded (617 domestic abuse related, 194 non-domestic abuse).
- One Forced Marriage Protection Order was granted.
- 877 crimes of Sexual Violence were recorded.
- 24 survivors of Honour-Based Violence and 6 survivors of Female Genital Mutilation were supported by Bawso.
- 95 cases of Modern Slavery were reported.

39 Forced Marriage Protection Orders (FMPOs) and 23 Female Genital Mutilation Protection Orders (FGMPOs) are still in place. 2 people have an FMPO and FGMPO.

In 2021, there were 439 Domestic Violence Disclosure Scheme disclosure requests. There are 10 Child Sex Offender Disclosure Scheme requests annually.

What are the costs and/or savings?

What will the proposal cost and how will it be funded?

How might costs be reduced through involvement and collaboration, across Cardiff Council and/or with external stakeholders?

Are there savings and how will these be realised?

1. Implementing the regional strategy and the actions and targets set out will need to be met from within existing partner's budgets as well as any approved external grant allocations from Welsh Government and other public sector bodies.
2. One-off funding of £130,000 was allocated as part of the Financial Resilience Mechanism approved as part of the Council's budget proposals for 2023/24 to assist with implementing required actions under the City for CEDAW commitments.
3. A previous decision has approved that Cardiff Council will act as "regional banker" to make onward funding arrangements for services using funding from Welsh Government and other public sector bodies.
4. A partnership approach to service delivery will continue throughout the life of this strategy and opportunities for using pooled budgets will be considered as necessary.

3. Impact Assessments

Which impact assessments do you need to complete to support your proposal?

The [Impact Assessment Screening Tool](#) provides advice tailored to your proposed policy, strategy or project regarding which impact assessments may be required and who to contact to find out more.

The screening tool is an online form with mainly multiple-choice questions which should take less than 10 minutes to complete.

Once the answers have been submitted, an automated email will be sent to you with the recommended next steps and details of who to contact for expert advice.

Put Yes or No next to each of the impact assessments listed below to indicate which ones are being carried out.

Impact Assessment	Page	To be completed: Y/N
A. Equality Impact Assessment	4	Y
B. Child Rights Impact Assessment	10	Y
C. Welsh Language Impact Assessment	11	N
D. Habitats Regulations Assessment	16	N
E. Strategic Environmental Assessment	17	N
F. Data Protection Impact Assessment	18	N
G. Health Impact Assessment	19	N

For further information on all the above impact assessments including who to contact for advice, please visit the [Policy Portal](#).

A: Equality Impact Assessment

Guidance in completing this assessment can be accessed [here](#). Please consult the Equality Team for any further assistance with completing this assessment EqualityTeam@cardiff.gov.uk

Under the Equality Act 2010, “differential impact” means that people of a particular protected characteristic (e.g. people of a particular age) will be significantly more affected by the change than other groups.

Impact on the Protected Characteristics

Age

Will this proposal have a **differential impact [positive/negative]** on different age groups?

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

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

Using the NSPCC prevalence estimates of child abuse and neglect in the UK, we estimate that there are 11,828 children exposed to domestic abuse during childhood (2,162 in the last year) and 6,693 children who have experienced sexual abuse offenses (2,973 in the last year). 79 sexual assaults on children under the age of 13 were reported to the police and 118 children accessed support through the Sexual Assault Referral Centre (SARC). This is a significant underestimate as only 1 in 8 child sexual abuse cases come to the attention of authorities.

Article 19 of the United Nations Convention on the Rights of the Child makes it clear that children and young people have the basic human right to dignity. This means they have the right to be protected from all forms of physical or mental violence, injury or abuse, neglect or negligent treatment, maltreatment or exploitation, including sexual abuse, while in the care of parent(s), legal guardian(s) or any other person who has the care of the child. Witnessing violence against women, domestic abuse or sexual violence is also therefore a breach of their rights.

The Welsh Government and Older People’s Commissioner for Wales have drawn attention to the invisibility of abuse amongst older people. This is both due to the lack of prioritisation in academic research and older people’s reluctance to report abuse particularly amongst those who are already marginalised by other aspects of their identity such as sexuality or race and ethnicity. Domestic abuse amongst older people is often complicated when there are caring responsibilities, financial or physical dependence in the relationship between the victim and the perpetrator of the abuse whilst factors such as dementia, isolation and loneliness increase the risk of abuse. Older victims are less likely to leave abusive relationships than younger people and tolerate the abuse for twice as long as within younger groups before seeking support. Whereas more than two-thirds of victims aged under 60 left their abuser in the year before seeking help, this applied to barely a quarter of older people. A third of victims over 60 were still living with their abuser

while seeking help, compared with just 9% of younger victims .Disclosures of sexual violence are hindered by stigma, assumptions and ageist attitudes around older people’s sexuality or lack thereof.

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

For those aged under 16 who have witnessed or experienced any form of violence against women, domestic abuse or sexual violence, all partners, whether in the statutory or third sector, are fully compliant with safeguarding responsibilities under child protection arrangements. For those aged under 16 who are accompanying their parent/guardian into services, they will also have their needs assessed and appropriate tailored services offered. For all children and young people, a range of age-appropriate therapeutic interventions can be delivered. Specifically for those aged 0-5, there is dedicated provision funded through Flying Start and Families First. The Domestic Abuse Act 2021 recognises children affected by domestic abuse as victims regardless of whether they were present during violent incidents. The strategy and accompanying implementation plan make a commitment in strengthening current provision to ensure that all children have access to the support that they require.

It is acknowledged that close working between the Regional Safeguarding Board and the wider VAWDASV governance structure needs to be strengthened. This will be facilitated through shared training resources and regular input into each other’s review of policies and procedures and for cross-cutting issues such as Single Unified Safeguarding Reviews. The needs of older people who have or are experiencing any form of violence against women, domestic abuse or sexual violence can be managed in a collaborative way. Issues of dementia and caring responsibilities can greatly affect relationships, and care needs to be taken to assess and support older people.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Disability

Will this proposal have a **differential impact [positive/negative]** on disabled people?

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

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

A 2023 systematic reviewⁱ established a greater frequency and risk of intimate partner violence amongst women with disabilities. All of the articles that studied financial violence, 81.3% of those that studied physical violence, 78.5% of those that studied psychological violence, 75% of those that studied physical/sexual violence, 73.3% of those that studied sexual violence and 50% of those that studied any type of violence found a significant association with disability. Disabled women are exposed to a number

of perpetrators including paid staff such as care workers and health workersⁱⁱ and studies also show that learning disabled women are specifically targeted for abuse and exploitationⁱⁱⁱ.

Other risk factors associated with VAWDASV and disability include loneliness and isolation, difficulties with naming and identifying the abuse^{iv}. Learning disabled women in particular may often be caught in a cycle of rejection and abuse, starting at an early age, which leaves them vulnerable to further abuse and exploitation and perception of abusive behaviours as normal^v.

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

As part of the process of commissioning services to support victims, the issue of ensuring equitable access to services, especially information and advice and in accommodation-based support settings is of paramount importance. The services' response to the COVID-19 pandemic has enabled the provision of support in varied and creative ways including, telephone and drop-in access, webchats, virtual meetings and group work. These are inclusive to the needs of disabled survivors both those with physical disabilities (e.g. deaf survivors and survivors with mobility issues) and those with disabilities relating to their mental health and learning difficulties.

Services also work closely together to ensure referral and service pathways into other specialist support such as mental health and substance misuse services. Provision is made for current available units of accommodation-based support to be suitable for those with disabilities. Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Gender Reassignment

Will this proposal have a **differential impact [positive/negative]** on transgender people?

	Yes	No	N/A
Transgender People (Transgender people are people whose gender identity or gender expression is different from the gender they were assigned at birth.)	✓		

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

There is limited research on how many transgender people experience abuse in the UK, and the best studies have small group samples. However, these figures suggest it is a significant issue. A report by [the Scottish Transgender Alliance](#) indicates that 80% of trans people had experienced emotional, sexual, or physical abuse from a partner or ex-partner^{vi}.

Abuse can be as a result of the process of 'coming out' perpetrated by partners, family members or friends. This is especially difficult where there are children involved.

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

Transgendered individuals can access the full range of preventative, protective and support services available in this region. Specialist service providers are required to have clear policies and procedures in place for managing transgender victims, especially in shared accommodation-based settings and in any group work – both in terms of keeping the victim safe and managing any impact on other victims. Where necessary, dispersed accommodation can be used to ensure additional safety.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Marriage and Civil Partnership

Will this proposal have a **differential impact [positive/negative]** on marriage and civil partnership?

	Yes	No	N/A
Marriage	✓		
Civil Partnership	✓		

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

Often any major change in a relationship status can exacerbate or trigger abusive behaviour and this includes marriage/civil partnerships.

There can be questions over whether any marriage/civil partnership is consensual as Forced Marriage is a human rights violation and there is clear legislation to tackle the instances of Forced Marriage in the UK.

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

The strategy identifies activities to improve the attitudes of all people to having safe and healthy relationships, starting in schools with the inclusion of the Relationships and Sexuality Education programme within the curriculum. This will improve the attitudes of young people and identify what constitutes a safe and healthy relationship.

For those in marriages/civil partnerships, domestic abuse is often not identified by the victim, and can have occurred slowly over the life of the marriage. The detailed training that staff receive allows for identification of long-term abuse, coercive and controlling behaviours and the availability of a range of perpetrator interventions allows for onward referral to support for both the victims and the perpetrator in the relationship.

Pregnancy and Maternity

Will this proposal have a **differential impact [positive/negative]** on pregnancy and maternity?

	Yes	No	N/A
Pregnancy	✓		
Maternity	✓		

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

Pregnancy when coupled with domestic abuse or sexual violence is a form of intimate partner violence (IPV) where health risks may be amplified. Abuse during pregnancy, whether physical, sexual, verbal or emotional, produces many adverse physical and psychological effects for both the mother and foetus. It increases the risk of miscarriage, premature birth, low birth weight, foetal injury and foetal death^{vii}. Such impacts on the mother can also affect their ability to appropriately feed, care for and form a positive

attachment to the newborn baby. Domestic abuse increases during pregnancy and in the postpartum period^{viii}.

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

Cardiff has specific provision to specifically address the provision of violence against women, domestic abuse and sexual violence that is impacting on a victim's own wellbeing and on their capacity to form positive attachments and effectively parent their children. The service will support those who are, or have recently been, pregnant or have children aged 0-5 years and it works with Health Visitors through Flying Start and a variety of Families First funded services, especially the Early Help Front Door service.

Routine inquiry about women's experiences of domestic abuse is part of antenatal health support delivered by community midwives. Women welcome this approach with 94.4% reporting feeling comfortable with a midwife asking about abuse and 96.6% stating that it was appropriate for them to ask and respond to positive disclosures^x. The health based IDVA can support those who are pregnant and are experiencing VAWDASV both on-site in hospital settings or elsewhere in the community. Those who are pregnant are also discussed at MARAC meetings as they have a higher risk of further abuse.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Race

Will this proposal have a **differential impact [positive/negative]** on the following groups?

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

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

Black and minoritized victims are more likely to be concerned to approach the authorities because of fear or previous experiences of racism and discrimination. Those with an insecure immigration status are left even more vulnerable as perpetrators use women's insecure immigration status to silence them^x. In 2020, the UK Government ratified the Istanbul Convention but reserved article 59, which sets out state obligations to provide protection to migrant women. As a result, migrant victims and survivors are unable to access support and protection without discrimination regardless of their immigration or refugee status. We have highlighted below some key statistics about the experiences of Black and minoritized victims:

- Black and minoritised rape victims and survivors who are most likely to be “lost at the first stage of attrition”^{xi}
- Whilst the majority of domestic homicide victims were white (76%), the figures suggest that the proportion of Black and minoritised victims since the start of the pandemic (24% in total) is higher than the previous 15-year domestic homicides average and higher than the 2019-20 domestic homicides data by five percentage points; illustrating that Black and minoritised women were disproportionately affected.^{xii}

- Black and minoritised girls experience racialised sexual harassment in public spaces including schools, as they are targeted with harmful gendered and racist stereotypes^{xiii}.
- Black women experience higher levels of online abuse^{xiv}

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

The strategy identifies the need for sensitive and appropriate services for all victims but specifically for those from a BME background who may experience additional barriers that may affect their ability to seek help and support and may have additional needs.

Specialist services in the region are responsive to the individual differences presented by victims and tailor services accordingly, including providing culturally competent provision in the range of languages spoken by staff. The strategy recognises the need to improve relationships with communities that are currently underrepresented amongst those accessing services, such as the Chinese, Vietnamese, Polish and Gypsy, Roma and Traveller communities as well as recently arrived communities such as refugees from Ukraine and Afghanistan.

Similarly, we recognise the need to ensure that community responses to those who cause harm and perpetrate abuse are inclusive of all forms of VAWDASV, particularly those that disproportionately affect Black and minoritised survivors.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Religion, Belief or Non-Belief

Will this proposal have a **differential impact [positive/negative]** on people with different religions, beliefs or non-beliefs?

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

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

A victim’s religious or spiritual beliefs can be central to their understanding and response to abuse. The feedback from survivors of faith to a research undertaken by the Faith and VAWG Coalition^{xv} notes the following:

- Faith and religion can be sources of comfort for survivors of faith.
- Specialist Services, policy makers, commissioners and funders urgently need to understand the varying manifestation and use of how each or a mix of culture, religious tradition and holy scripture can be used as tools of abuse by perpetrators.

- One of the most important obstacles facing survivors of faith is finding a safe space. Policymakers must support domestic abuse and ending VAWG services that understand the needs of survivors from faith backgrounds. Faith communities play a unique and vital role in the response to and elimination of domestic abuse and men’s violence towards women and girls.

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

All partners delivering any form of preventative, protective or supportive service are responsive to the individual differences presented by victims of any religious belief and tailor services accordingly. Where necessary, individual actions regarding religious observation can be included and facilitated through individual support plans and the provision of prayer rooms in emergency/crisis accommodation. Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Sex

Will this proposal have a **differential impact [positive/negative]** on male, female or non-binary persons?

	Yes	No	N/A
Male persons	✓		
Female persons	✓		
Non-binary persons	✓		

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

Violence against women, also known as gender-based violence, is, collectively, violent acts that are primarily or exclusively committed against women. Sometimes considered a hate crime this type of violence targets a specific group with the victim's gender as a primary motive, meaning that the acts of violence are committed against women expressly because they are women.

In March 2022, the UN Secretary-General António Guterres’ stated in a video message to the Group of Friends Commission on the Status of Women event, “Role & Responsibility of Men and Boys in Eliminating Gender-Based Violence” stated that *“violence against women and girls may be the world’s longest, deadliest pandemic. One in three women worldwide has directly experienced violence. Every 11 minutes, a woman is killed by a partner or family member. Often in the place where she should be safest — her own home. We cannot accept a world in which one half of humanity is at risk in the streets, in their homes or online. We must end violence against women and girls — now.”*^{xvi}

In the year ending March 2020, the [Crime Survey for England and Wales](#)^{xvii} estimated 1.6 million women aged 16 to 74 years in England and Wales experienced domestic abuse, around 7% of the female population. The [crime survey](#) also estimated that 3% of women aged 16 to 74 years in England and Wales experienced sexual assault (including attempts) and 5% experienced stalking. These trends have remained comparable over the last 10 years. Almost half (46%) of adult female homicide victims in England and Wales (81 women) were killed in a domestic homicide. One in five women experienced abuse or harassment through social media^{xviii} and were 27 times more likely to experience online harassment^{xix} 90% of 18-24 women experienced some form of sexual

harassment^{xx} and 6 in 10 female pupils experienced some form of peer-on-peer harassment^{xxi}.

Although it is acknowledged that women are disproportionately affected by all forms of violence and abuse, men are also victims whether the abuse is perpetrated by a female or a male. The Crime Survey for England and Wales (CSEW) estimated that 5.0% of adults (6.9% women and 3.0% men) aged 16 years and over experienced domestic abuse in the year ending March 2022; this equates to an estimated 2.4 million adults (1.7 million women and 699,000 men). While the Crime Survey collects data on victims, it does not collate information on those who perpetrate crimes. Data supplied from 26 police forces showed the victim was female in 74.1% of domestic abuse-related crimes recorded by the police in the year ending March 2022. This proportion was similar for most offence categories. For domestic abuse-related sexual offences, the proportion of victims that were female was higher^{xxii}. Hester (2009)^{xxiii} identifies distinct patterns of perpetration between male and female perpetrators of domestic violence. Men were more likely to use more severe violence, fear and control that resulted in arrest whilst women were more likely to use weapons, often to protect themselves.

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

All services in the region, especially the specialist commissioned services, are required to be informed by a gendered understanding of violence against women, domestic abuse and sexual violence to reflect the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) 2015 Act.

Services offered in the region are tailored to the distinct needs of men and women and any children in their care. Since the last strategy, we have established the Cedar Project that provides a holistic service to male victims of domestic abuse and sexual violence. We will continue to pilot the project to inform formal procurement of a bespoke service.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Sexual Orientation

Will this proposal have a **differential impact [positive/negative]** on people with different sexual orientations?

	Yes	No	N/A
Bi	✓		
Gay	✓		
Lesbian	✓		
Heterosexual	✓		
Other	✓		

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

LGBT survivors experience similar types of domestic abuse and other forms of VAWDASV as their heterosexual peers but report additional vulnerabilities and intersecting risk factors such as past experiences of discrimination and abuse, relating both to their sexual orientation and gender identity as well as other aspects of their identity or needs.^{xxiv} LGBT+ victims/survivors are unlikely to access help and support. Current studies estimate that 60% to 80% of LGBT+ victims/survivors have never reported incidents to the police or attempted to find advice or protection from services.^{xxv}

A consultation^{xxvi} of over 1,000 LGBT people in the UK through about their experiences of sexual violence found that:

- The vast majority (76%) of LGBT+ survivors surveyed indicated that their most significant experience of sexual violence was perpetrated by a man/men.
- Most (54%) of the LGBT+ survivors surveyed reported that the orientation of the perpetrator of their most impactful sexual violence experience was heterosexual.
- There was some evidence of LGBT+ people experiencing sexual violence perpetrated by another LGB+ person/people (21%).
- Around 1 in 6 (15%) LGBT+ survivors surveyed reported that their most impactful experience of sexual violence was perpetrated by a woman/women.
- Many interview participants, as well as many survey respondents, described being subjected to sexual violence perpetrated by a man/men in the context of intimate relationships but also sexual assault and harassment in public or workplace settings.
- Interview participants, as well as some survey respondents, described being subjected to sexual violence perpetrated by a woman/women, often in the context of intimate relationships

1 in 4 LGBT+ respondents to a sexual violence survey experienced sexual assault intended to convert or punish them for their identity^{xxvii}. Similarly, they are more likely to experience abuse from a family member relating to their sexual or gender identity^{xxviii} and in some instances may be forced into marriage due to their sexuality.

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

The region has a specialist LGBT IDVA service operated by Victim Support. However, numbers of all victims who are LGBT remain low and there is a need to widen awareness that all available services are inclusive. Partners recognise a need to engage more with representative organisations.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Socio-economic Duty

Is the change anticipated to reduce or contribute to inequality of outcome as a result of socio-economic disadvantage? (e.g. will the change negatively impact on those on low-incomes or those living in deprived areas?)

	Yes	No	N/A
Socio-economic impact		✓	

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

VAWDASV can affect anyone, regardless of their economic status, geographical location or employment status.

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

n/a

Welsh Language

Will this proposal have a **differential impact [positive/negative]** on the Welsh language?

	Yes	No	N/A
Welsh language		✓	

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

Victims should be able to express a language preference when contacting or working with services.

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

For all those approaching services for help, the need to facilitate responses to initial enquiries in the Welsh language and to ensure that all publicity materials are bilingual, is essential. This is obligatory for all public services but the response of third sector services is proportionate, depending on the level of service being delivered.

Provision for equality and diversity will be a key criterion in ongoing performance monitoring of all partners to ensure that no groups are unduly disadvantaged or impacted.

Consultation and Engagement

What arrangements have been made to consult/engage with equality/ community organisations, especially those who are representative of those you have identified as being likely to be affected?

Representatives of all partners were asked to feed into strategy development workshops and in providing written updates and statistics. One-to-one meetings were undertaken with key partners in the region to ensure that the strategy was informed by relevant data and regional priorities. Partners agreed to continued use of the existing vision, aims and objectives and the layout and format of the document.

A bespoke consultation workshop was held with those with lived experiences of VAWDASV. This 'Conversation Café' was open to both men and women to feed in their specific experiences and thoughts on service delivery – this was developed into a visual representation which can be found in the strategy document.

The draft strategy was circulated widely for comments to all relevant partners, including specialist VAWDASV providers, other third sector providers, statutory partners, universities and colleges, and equality organisations.

Summary of Actions (Listed in the sections above)

	Actions
Age	<ul style="list-style-type: none"> ▪ We will support the Welsh Government's Blueprint work to ensure that survivors of <u>all</u> ages receive the support that they need. ▪ We will support the regional implementation of the Relationships and Sexuality Education (RSE) curriculum to promote children and young people's understanding of consent, healthy and respectful relationships. ▪ We will continue to ensure that children subject to safeguarding are given specialist support to recover from the abuse and trauma they have suffered.

	<ul style="list-style-type: none"> ▪ We will work with the Regional Safeguarding Board to implement recommendations from the Independent Inquiry into Child Sexual Abuse (IICSA) report. ▪ We will encourage more schools to embrace the whole school approach to VAWDASV. ▪ We will ensure children and young people continue to have access to age-appropriate specialist support.
Disability	We will seek to understand the distinct needs and barriers to support that disabled survivors experience in order to improve access.
Gender Reassignment	We will continue to ensure that specialist service providers have clear policies and procedures in place for managing transgender victims, especially in shared accommodation-based settings and in any group work – both in terms of keeping the victim safe and managing any impact.
Marriage & Civil Partnership	<ul style="list-style-type: none"> ▪ We will support the regional implementation of the Relationships and Sexuality Education (RSE) curriculum to promote children and young people's understanding of consent, healthy and respectful relationships. ▪ We will continue to place accountability for abuse on those who cause harm. ▪ We will tackle perpetration by supporting the Welsh Government's relevant Blueprint Workstream.
Pregnancy & Maternity	We will continue to ensure that all pregnant women are asked about domestic abuse as part of routine enquiry and that Independent Domestic Violence Advocates support those who are pregnant and are experiencing VAWDASV both on-site in hospital settings or elsewhere in the community.
Race	We will gather data and experiences of BME communities to better understand their needs in order to continue to provide sensitive and appropriate services for all survivors.
Religion/Belief	We will continue to ensure that all partners delivering any form of preventative, protective or supportive service are responsive to the individual differences presented by victims of any religious belief and tailor services accordingly through individual support plans and the provision of prayer rooms in emergency/crisis accommodation.
Sex	We will continue to deliver services that are informed by a gendered understanding of VAWDASV to reflect the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) 2015 Act.
Sexual Orientation	We will continue to acknowledge and understand the effects of sexual orientation on the abuse experienced by LGBTQ+ survivors.
Socio-economic Impact	n/a
Welsh Language	We will continue to ensure that response to initial enquiries is offered in the Welsh language and ensure that all publicity materials regarding services are bilingual.

Generic/ Over-Archiving (applicable to all the above groups)	We will take forward the actions identified in the supplementary Implementation Plan, specific commitments have been detailed above.
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Next Steps

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

Where the Equality Impact Assessment shows negative impacts, you must append the form to the Cabinet or Officer Decision Report.

On completion of this Assessment, please ensure that the whole form is submitted to the Equality Team mailbox so that there is a record of all assessments undertaken in the Council EqualityTeam@cardiff.gov.uk

B: Child Rights Impact Assessment

The aim of a Child Rights Impact Assessment is to put children and young people at the forefront of decision-making. The assessment helps officers to consider how the rights of children and young people may be affected by a proposed policy or project.

Click [here](#) to start a Child Rights Impact Assessment.

You will receive an automated email containing a link to your Child Rights Impact Assessment template and the Child Friendly Cardiff Team will be in contact to support you.

Guidance for Local Government prepared by Unicef is available here:
[Child Rights Impact Assessment - Child Friendly Cities & Communities \(unicef.org.uk\)](https://www.unicef.org/uk/child-rights-impact-assessment)

For further information or assistance in completing the Child Rights Impact Assessment, please contact the Child Friendly Cardiff Team ChildFriendlyCardiff@cardiff.gov.uk

Next Steps

Where it is considered that a Child Rights Impact Assessment is required, you must append the form to the Cabinet or Officer Decision Report.

C: Welsh Language Impact Assessment

Please consult with Bilingual Cardiff for any assistance with completing this assessment
Bilingualcardiff@cardiff.gov.uk

Welsh Language Standards 88-97

Standard 88

Will this proposal have a **differential impact [positive/negative]** on:

	Yes	No	N/A
The opportunities for persons to use the Welsh language?		✓	
Treating the Welsh language no less favourably than the English language?		✓	

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

Standard 89

Could this proposal be formulated or re-formulated, so that it would have positive effects, or increased positive effects, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 90

Could this proposal be formulated or re-formulated to ensure that it does not have adverse effects, or a decreased adverse effect, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 91

When consulting on the proposal, were views considered, and sought, on the effects (both positive and negative) that it would have on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 92

Did the consultation seek and give consideration to views on how the proposal could have positive, or increased positive effects, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 93

Did the consultation seek and give consideration to views on how the proposal could have no adverse effects, or decreased adverse effects, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 94

If the proposal includes the awarding of grants, has consideration been given to the guidance presented in Cardiff Council’s Policy on Awarding Grants in Compliance with the Welsh Language Standards with regard to:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 95

If research was undertaken or commissioned to assist with the development of the proposal, did it give consideration to whether it would have a **differential impact [positive/negative]** on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 96

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have a positive effect, or increased positive effects, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Standard 97

Did the research undertaken or commissioned to assist with the development of the proposal give consideration to how it could have no adverse effect, or decreased adverse effects, on:

The opportunities for persons to use the Welsh language?

Treating the Welsh language no less favourably than the English language?

Material and Services

In addition to the impact assessment to ensure that the proposal meets the requirements of the Welsh Language Standards, consideration must also be given to the supporting materials and services that may be required.

These include (please click on the hyperlinks to view detailed information about the requirements under the Welsh Language Standards):

- [Correspondence](#) - receiving and replying (emails, letters, online communication).
- [Telephone](#) – receiving and answering calls.
- [Meetings & Public Events](#) – public meetings or events, group meetings, consultation, individual meetings.
- [Public Messages – electronic – video](#)
- [Signs, Notices & Display Material](#)
- [Publicity & Advertising](#)
- [Producing Public Documents](#) - policies, strategies, annual reports, corporate plans, guidelines, notices, codes of practice, consultation papers, licences, certificates, rules, brochures, leaflets, pamphlets or cards, ticket/vouchers.
- [Producing Forms](#)

- [Reception Services](#)
- [Websites, Apps and Online Services](#)
- [Social Media](#)
- [Self Service Machines](#)
- [Education Training Courses](#)
- [Public Address Announcements](#)

Are all supporting materials and services compliant with the requirements of the Welsh language standards?

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Cardiff Council’s Welsh Language Skills Strategy

This strategy may be viewed here and additional guidance documents have been produced to support its implementation:

- [Assessing Welsh Language Skills and Identifying Welsh Essential Roles](#)
- [Recruitment, Selection, and Interview Procedures and the Welsh Language](#)

Do you have access to sufficient Welsh speaking staff to support the delivery of the proposal in compliance with the requirements of the Welsh language standards?

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Next Steps

Where it is considered that a Welsh Language Impact Assessment is required, you must append the form to the Cabinet or Officer Decision Report.

A copy must also be emailed to Bilingual Cardiff Bilingualcardiff@cardiff.gov.uk

D: Habitats Regulations Assessment

	Yes	No
Will the proposal affect a European site designated for its nature conservation interest*, or steer development towards an area that includes a European site, or indirectly affect a European site?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

** Only two European sites designated for nature conservation interest lie within Cardiff's boundaries – the Severn Estuary and Cardiff Beech Woods, but be aware if your project affects an area close to a neighbouring authority.*

If the answer is 'Yes', then a screening exercise may need to be conducted to determine if a Habitats Regulations Assessment is required or not.

Contact the [Biodiversity Team](#) who will guide you through the process.

E: Strategic Environmental Assessment

	Yes	No
Does the strategy, policy or activity set the framework for future development consent?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

	Yes	No
Is the strategy, policy or activity likely to have significant environmental effects (positive or negative)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you have answered 'Yes' to both of the above questions, then a full Strategic Environmental Assessment Screening is needed.

Contact the [Sustainable Development Unit](#) who will guide you through the process.

F: Data Protection Impact Assessment

	Yes	No
Will the proposal involve processing information that could be used to identify individuals?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If the answer is 'Yes', then a Data Protection Impact Assessment may be required.

Click [here](#) to read the guidance and start the Data Protection Impact Assessment process if needed.

For further information, contact the [Data Protection Service](#).

G: Health Impact Assessment

A Health Impact Assessment helps to develop policies and projects that consider the mental, physical and social health and well-being of a population during planning and development. Considering health inequalities and their impacts on local communities is an essential part of any Health Impact Assessment.

Health Impact Assessments will become a statutory requirement for public bodies in specific circumstances in the future. These circumstances have yet to be published by Welsh Government.

For further information and advice, please contact the Wales HIA Support Unit.

Website: [Home - Wales Health Impact Assessment Support Unit \(phwwhocc.co.uk\)](https://phwwhocc.co.uk)

Email: WHIASU.PublicHealthWales@wales.nhs.uk

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^{vi} Roch, A., Ritchie, G. & Morton, J. (2010). Out of sight, out of mind? Transgender People's Experiences of Domestic Abuse. Glasgow/Edinburgh: LGBT Youth Scotland, Equality Network/Scottish Transgender Alliance.

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^{xii} Home Office (25 August 2021) Domestic Homicides and Suspected Victim Suicides During the Covid-19 Pandemic 2020-2021

^{xiii} Stay Safe East (June 2021) Stay Safe East statement on the Ofsted review of sexual abuse in schools and colleges.

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Stage 1 CRIA

1. What is the strategy/policy/programme/service?

Regional violence against women, domestic abuse and sexual violence (VAWDASV) strategy (2023-2028)

The strategy sets out how statutory and third sector partners will shape and deliver responses to all forms of VAWDASV across the region over the next five years. Its key aims are:

1. **Prepare** - improve strategic planning and commissioning of VAWDASV services through a more coordinated partnership approach across the region.
2. **Pursue** – address perpetrators of VAWDASV by improving intelligence sharing across services and the use of legal powers to disrupt and convict.
3. **Prevent** – pro-actively address negative attitudes and behaviours that have the potential to result in VAWDASV, recognising this is everybody's business.
4. **Protect** – improve the multi-agency response and support to all victims and their children regardless of risk levels and needs
5. **Support** – ensure that innovative, flexible and evidence-based services are available to meet the needs of victims experiencing any form of VAWDASV.

2. What aspects will affect children and young people up to the age of 18?

Most aspects of the VAWDASV strategy has:

- **Direct impact on children and young people** where the strategy shapes responses for children and young people who are survivors of VAWDASV. This includes children who see, hear or experience the effects of domestic abuse, child survivors of sexual abuse and exploitation, child survivors of so-called honour-based abuse including female genital mutilation and forced marriage.
- **Direct impact on children and young people** where the strategy shapes responses for children and young people who use harmful behaviours in their relationships with peers and family members (parents, carers, grandparents).
- **Indirect impact on children and young people** where the strategy shapes responses to adult survivors and perpetrators of abuse who have children (either living with them or removed from them).

The strategy aligns with national and international legislation and policy drivers including:

- The Council of Europe Convention on preventing and combating violence against women and domestic violence (also known as the Istanbul Convention)
- The Violence Against Women, Domestic Abuse and Sexual Violence (Wales) 2015 Act and associated 2022-26 Welsh Government VAWDASV Strategy
- The Well-being of Future Generations (Wales) Act 2015
- The Welsh Government's Social Services and Well-being (Wales) Act 2014

3. Who will it affect? Which groups of children and young people?

There is an anticipated positive impact on children and young people (including unborn children) whose rights for protection and support are centred in the strategy. This includes:

Early years aged 0-5

The strategy recognises VAWDASV as Adverse Childhood Experience (ACE) and highlights the need for action to prevent ACEs from happening in the first place and to provide strength-based and trauma-informed responses to those who have already experienced adversity.

Children and young people under 18 (and where appropriate under 25) in education

- The strategy recognises the need for developmentally appropriate Relationship and Sexuality Education to change the attitudes that underpin harmful and abusive behaviours.
- The strategy makes a commitment to encourage more schools to embrace the whole school approach to VAWDASV.
- The strategy makes a commitment to work with universities and colleges to strengthen their response to students experiencing VAWDASV.

Young people who have a precarious engagement with education

- The strategy recognises that children and young people need community-based interventions that improve their understanding of healthy relationships.
- The strategy names and acknowledges the importance of programmes such as Sexual Health Outreach Service (SHOT), the Safer Wales Inclusive Service (SWIS) and the Safeguarding from Sexual Exploitation (SAFE) project.

Children and young people subject to child protection registration

- The strategy promotes the need to reframe safeguarding responses through the further embedding of the Safe and Together model. The model prioritises the child(ren)'s wellbeing by making perpetrators of abuse visible and holding them to account and partnering with the non-abusive parent as the protective factor in the child's life.
- The strategy makes a commitment to continue to ensure that children subject to child protection registration are given specialist support to recover from the abuse and trauma they have suffered.
- The strategy makes a commitment to strengthen our safeguarding response to honour-based abuse and female genital mutilation by developing clear pathways of support.

Child survivors

The strategy makes a commitment to ensure that children and young people – survivors of abuse – continue to have access to age-appropriate specialist support.

Young people under 25 socialising in public spaces

The strategy prioritises women and girls' safety in public spaces.

Stage 2 CRIA		
4. Which UNCRC Articles are relevant to the strategy/policy/service/programme?		
Article 1 – Definition of a child Civil Rights and Freedoms		
Article	Definition	Strategy Section
Civil Rights and Freedoms		
<i>Article 2 – non-discrimination</i>	through the recognition of children’s intersectional needs	Prepare & Support
<i>Article 30 – children from minority or indigenous groups</i>		
<i>Article 12 – respect for the views of the child</i>	the strategy is developed with input from children and young people	Prepare
<i>Article 17 Access to information</i>	educational and campaigning material and information about service provision available and accessible to children and young people	Prevention & Support
Violence against children		
<i>Article 6 – life, survival and development</i>	The strategy integrates regional safeguarding responses to ensure that children are protected from violence, survive and thrive. It reports to the regional safeguarding board.	Protect & Support
<i>Article 19 Protection from Violence</i>	Perpetrators of abuse are held to account and provided with opportunities to change behaviours.	Pursue
<i>Article 34 – sexual exploitation</i> <i>Article 35 – abduction, sale and trafficking</i>	the strategy acknowledges children and young people’s vulnerability to exploitation and places expectations for multi-agency responses to safeguard children and young people	Protect
Disability, basic health and welfare		
<i>Article 15 – freedom of association</i>	through children’s groups and play activities delivered by specialist VAWDASV services	Support
<i>Article 18 – Responsibility of parents</i>	non- abusive parents are provided with physical and emotional safety so that they are able to raise their children. Interventions for those using harmful behaviours and perpetrate abuse focus on parents’ accountability and impact of their behaviour on their children.	Pursue & Support
<i>Article 23 – Children with Disabilities</i>	Support for children is delivered in a bespoke way acknowledging their unique difficulties relating to their disabilities and the relevant impact of VAWDASV on their lives. Intersectionality is acknowledged throughout the strategy.	Support & Prepare

<i>Article 26 – Every child has the right to social and economic health</i>	Families and young people are supported to access appropriate housing and financial resources.	Support
<i>Article 27 – adequate standard of living</i>	Through a pathway of housing provision tailored around individuals’ needs and advocacy support.	
<i>Article 39 – recovery from trauma</i>	a range of age-appropriate, child-led and trauma-informed services are provided to children and young people including access to therapeutic interventions.	Support
Education and development		
<i>Article 28 – right to education</i>	Safeguarding is at the heart of education delivery.	Prevention, Protect

5. What is the likely/actual impact? Is it Positive, Negative or Neutral?

If a negative impact is assessed for any area of rights or any group of children and young people, you must list and recommend options to modify the proposal or mitigate the impact.

There is a likely positive impact on children and young people and their rights. The strategy was developed with a vision of ensuring that people who live, work, study and visit Cardiff and the Vale of Glamorgan – including children and young people – have the opportunity to live positive, independent lives without being affected by violence and abuse.

The strategy will have an impact on all children and young people living in the region through the development of universal responses and interventions such as the relationships and sexuality education (RSE) curriculum and campaigns in universities and colleges.

The Domestic Abuse Act 2021 identifies children as being direct victims in their own right and this is reflected in the strategy. Specific aspects of the strategy are designed to target those at risk of impact of Adverse Childhood Experiences, most notably domestic abuse and child sexual abuse. In acknowledgement of the intersectional needs of minoritized groups, the strategy makes commitment to engaging with minoritized communities in order to be responsive to their needs, including upskilling the workforce.

6. How will the strategy/policy/service/programme deliver, support and promote children’s rights?

We will work with our Child Friendly City colleagues to identify engagement opportunities to promote the strategy and its delivery programme. We will continue to use every opportunity to promote healthy and safe relationships and ensure that we safeguard children and young people at all times.

Stage 3 CRIA

7. How do you know? What is your evidence?

Data recording and analysis from service delivery and through contract/performance monitoring enables the understanding of the prevalence and nature of VAWDASV in the region and impact on children and young people. For example, we routinely collect data relating to safeguarding, including Operation Encompass referrals, that is specific to VAWDASV. Further insights are gained through consultation with children and young

people ensuring that the voices of marginalised groups, including young people with protected characteristics are also included within this.

The data is monitored by the Regional VAWDASV Executive Group that identifies any concerns and gaps in the populations reached.

8. Have you sourced and included the views and experiences of children and young people?

Careful consideration as to the timing of any such engagement must be of paramount importance. Children and young people subject to VAWDASV are experiencing trauma and a range of emotional difficulties, often through being displaced from support networks. Capturing the lived experience of victims/survivors is identified as a priority in the strategy. Children and young people will be specifically targeted during the implementation of the strategy but this can only be undertaken with the full support of service providers.

9. How do you plan to review the strategy/policy/service/programme to ensure it does respect, protect and fulfil children's rights?

The strategy and the CRIA are living documents and will be subject of ongoing and regular scrutiny from partners, providers and survivors. We will update the document as new issues are identified and appropriate action is required.

Suggested list of contents for a published CRIA

- **Description of the strategy/policy/service or programme**
- **Scope of the CRIA, identifying the children and young people affected, and summarising the evidence base for the assessment, including results from stakeholder consultation**
- **What you know about children and young people's views and experiences that are relevant to the proposal**
- **A list of UNCRC rights relevant to the proposal**
- **Your assessment of the impact of the proposal on children's rights**
- **Outline of the monitoring and review process for the implementation of the strategy/policy or delivery of the service/programme**

Mae'r dudalen hon yn wag yn fwriadol

Council Motion – Cardiff as a City for CEDAW

The following commitments have been incorporated into the revised regional Violence against Women, Domestic Abuse and Sexual Violence Strategy 2023-2028:

Commitments:	Strategy Content:
To provide advice and information through the community Hubs and Libraries across Cardiff to help women and girls to access all benefits to which they are entitled, including a booklet of rights	The Council already has a blueprint for these activities through its network of Hubs and libraries. This will be delivered in tandem with the Council's Child Friendly City team. (Strategy page 45).
To create a programme of activities, informed by women and girls, to empower and engage women and girls, including a 'Rights Fest', 'Equalities Champions' and social impactful projects in Cardiff.	
To ensure there are more Safe Spaces throughout Cardiff, involving women and girls in their creation.	The Council will work with partners leading the Safe Places and Safe Spaces schemes to increase provision, including Council Hubs and libraries and local businesses (Strategy page 56).
To deliver a strong VAWDASV strategy and outcomes to increase the safety of all women and girls in Cardiff.	Included in the Strategy in the Executive Summary (page 5), Policy and Legislative Context (page 15) and throughout the document as identified.
To ensure the Cardiff VAWDASV strategy reflects CEDAW and provides clear ambition and deliverables towards ending all forms of violence against women and girls	
To live by example: to continue to place accountability for abuse on those who cause harm, by challenging and changing the culture of sexism and misogyny, through activities and interventions that address harmful behaviours and promote the elimination of discrimination against women to people of all genders.	The Strategy includes a chapter on holding perpetrators to account – Pursue (pages 32-37). Early intervention for those who have the potential to cause harm is also addressed in the Strategy (page 42). In addition, the Council continues to promote the White Ribbon campaign to encourage men and boys to take a lead on ending violence against women (page 46).

The following are/will be addressed through many existing commitments e.g. the Equality Act, our Strategic Equality Plan, our Workforce Strategy, modern slavery commitment and will be taken forward by the Council's Corporate Resources Directorate as part of the Corporate Plan 2023-26 – "Adopt the principles of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) by October 2023":

Commitments:
To review our programme of equalities/inclusion training to ensure the principles of CEDAW are highlighted and mainstreamed in and delivered through such training for Council staff and officers, including front-line staff.
To put in place measures that ensure the Council's workforce is measurably more representative and inclusive of the communities we serve. This includes strengthening and celebrating the work of our equalities network.

To ensure the principles of CEDAW are embedded in all decision-making, with equality impact assessments brought to scrutiny committees, thus fulfilling the public sector duty on gender.

To call on the Cabinet to bring forward to embed gender-sensitive urban planning in planning policy and urban design as part of the forthcoming Replacement Local Development Plan.

To call on the Cabinet to bring forward a report with concrete timetabled proposals to achieve the issues raised in this motion.

**CARDIFF COUNCIL
CYNGOR CAERDYDD**



CABINET MEETING: 18 MAY 2023

PASSENGER TRANSPORT PROCUREMENT

TRANSPORT & STRATEGIC PLANNING (COUNCILLOR DAN DE'ATH)

AGENDA ITEM: 5

The appendices to this report are exempt from publication pursuant to paragraph 14 and 16 of Part 4 of Schedule 12A to the Local Government Act 1972

Reason for this Report

1. The reason for the report is to seek agreement to increase the value of delegation of the level of contracts to be allocated via the Dynamic Procurement System (DPS) from £49 million to a total value of £138.8 million for the full contract period from 2018-2029. An increase required as a result of a range of existing and new service pressures set out in the report. It is important to underline that all expenditure will remain within the agreed Council budgetary framework.

Background

2. Delivering an effective schools and passenger transport system is not just of crucial importance to some of the most disadvantaged in the community it is also a statutory duty.
3. In the current context of delivering an effective schools and wider corporate transport system the DPS approach to contract procurement has been a success. Over the five-year period, of these existing delegated powers it has both delivered significant savings but also more flexibility in terms of service delivery. Nonetheless, the current delegation has been fully utilised and as a result, a new delegation is urgently required to enable this continuity of service provision. It is important to highlight that this current report is seeking a renewal of the procurement delegation but is not requesting authority to spend outside existing budgets.
4. In this regard, this report is purely seeking an increase in the delegation of authority to enable the Council to undertake further procurement activity using the existing Passenger Transport DPS process that is already in place. Without this additional delegation authority, the Council will not be able to procure replacement contracts required to meet our statutory obligations.

Policy Context

5. The Council has a statutory requirement to provide Home to School Transport as per the Learner Travel (Wales) Measure 2008 and failure to put in place appropriate arrangements will mean the Council is unable to meet its statutory obligation.
6. Under section 3 of the Learner Travel (Wales) Measure 2008, Local Authorities in Wales must make transport arrangements (defined as the provision of transport or the payment of the whole, but not part, of a child's transport expenses) to facilitate the school attendance of children of compulsory school age who are ordinarily resident in the local authority's area. Free transport is to be provided to pupils who reside over the statutory walking distances from their nearest suitable school (2 miles for a primary school pupil and 3 miles for a secondary school pupil in Years 7 -11).
7. Further, section 2 of the 2008 Measure places a duty on Local Authorities to assess the learner travel needs of their area for the following academic year. In making an assessment a Local Authority must have regard to:
 - (a) the needs of learners who are disabled persons,
 - (b) the needs of learners with learning difficulties,
 - (c) the needs of learners who are children looked after, or formerly looked after, by a local authority,
 - (d) the age of learners, and
 - (e) the nature of the routes which learners could reasonably be expected to take to the relevant places where they receive education or training.
8. In addition, to the above we would need any decision to be made in the context of the Council's public sector equality 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 based on protected characteristics. The protected characteristics are age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion, or belief – including lack of belief.

Issues

Dynamic Procurement System (DPS)

9. Overall, the DPS is an approved list of suppliers that is constantly open to the market for new operators/contractors throughout the life of the DPS framework. Contracts are tendered to the approved operators/contractors for each specific lot.
10. Passenger Transport contracts covering Council wide requirements are allocated via a DPS arrangement with approximately 38 external approved providers contracted to provide approximately 800 routes daily. The DPS enables new contractors to access the approved list of suppliers during the period that the DPS is in place, which allows the Council to ensure that the supplier base is as strong as possible and contracts rates are as competitive as possible and achieve best value.
11. The DPS covers all passenger transport contractual requirements across the whole Council. The main areas are Education, Adult and Children Services, and Planning Transport and Environment supported bus services. Contracts are also managed and procured for school trip transport, event park & ride, ad hoc transport requirement by various service areas, along with ad hoc taxi accounts for teams and schools across the whole Council.
12. The current DPS enables the Council to secure best value and is still the most effective route to market as it enables a competitive supplier base, even in these challenging times, as new contractors are able to enter the DPS at any time which ensures competition is maximised throughout the life of the DPS.
13. The estimated value of contracts for the life of the contracts required to be issued from the DPS is detailed in the table in Appendix 1
14. During the current 5-year period of delegated powers the average annual spend on passenger services has increased to approximately £15m per annum. In the coming, 5-yr period to 2029 the expectation is that there will be a rise in the level of spend, due to inflationary increases in transport generally, and all the changing and increased needs to educational users. In this period the current projection is that the estimated average spend will rise to £15.8m approximately.
15. A detailed breakdown of the estimated expenditure is included in Appendix 1.
16. As a result of this increase the scale of delegation will need to increase in line with these estimated projections. Authority is therefore being sought to increase the delegated authority by £89.8m during this period. Nonetheless, all spending will only occur within the agreed budgetary framework.
17. Included in the estimated £89.8m total are additional transport requirements that maybe required relating to the expansion of Additional Learning Needs (ALN) provision planned for 2024/25. Current indications are that an additional 200 ALN pupils may require transport which is

estimated will cost an additional £1m per annum. The budget for this expansion in ALN transport has not been agreed and will form part of the annual budget setting process for the financial year 2024/25.

18. Also included in the estimated £89.8m are possible different transport delivery requirements depending on the different fallout implications of Welsh Governments withdrawal of the Emergency Bus Funding Scheme (BES). It is estimated that mainstream statutory school transports costs may increase by £500,000 per annum, but these costs are not known with any certainty at present. In addition, there may also be an increased required for more supported socially necessary public bus services, although it is anticipated that these services will be externally funded by Welsh Government. At present there are no details available around the amount of funding available or the process to apply for this funding.
19. The £89.8m figure also includes estimated costs for annual inflation increases on contracts, these increases are not automatically awarded, and suppliers have to apply for them on the anniversary of the individual contracts. Retail Price Indexes and Consumer Price Indexes are used to calculate the annual inflation rate increases that are paid on the anniversary of contracts. Each contractor has to apply annually for an increase, the increases are not normally awarded automatically unless in exceptional circumstances such as the Pandemic and Cost of Living crisis where contractors were on the brink of collapse. As part of the annual budget setting process additional budget requirements are requested to take into account of anticipated contracts inflation increase rate budget requirements.
20. This report is not asking for additional budget requirements and is purely seeking authority to enable the Council to go to market for the Passenger Transport contracts required over the next 2 years. If costs of these contracts exceed current budget allocations separate reports will be submitted in line with the Councils budget setting framework and governance process.
21. In addition, officers will apply separately for an extension to the existing DPS in 2024 so that a contract allocation process and the appropriate authority is in place before the existing DPS expires as at 31st August 2025.

Supplier Base Issues

22. The current supplier base remains volatile due to the increases in operating costs along with challenging shortages of drivers and reduced passenger numbers using Private Hire coaches, reduced passenger numbers on public transport and reduced numbers of passengers using taxis.
23. Market sampling is also being undertaken to understand supply capacity and availability, along with market testing of contract rates to try to get a steer where contract rates are at currently (contractors attending the

forums have been asked to provide quotes and availability/capacity on some average contract routes).

24. Officers are also currently undertaking market promotion events to try to attract more suppliers onto the existing DPS to increase the supplier base and competition. All companies within a 15mile radius of Cardiff are being contacted and invited to an operator forum to advise them of the contracts that are available, what they need to do to become an approved supplier and where they can receive free support and advice to access the contracts.
25. Officers continually work with colleagues in procurement to review and consider different tender options. However, advice at present is that the current DPS contract allocation remains the best route to market as it continues to deliver the most competitive, effective and flexible approach for allocating individual contracts. Procurement Officers have confirmed that other Councils are moving to set up their own DPS systems as it's recognised as the most effective contract allocation process and system.
26. The procurement of these Passenger Transport services via the DPS will enable the Council to fulfil its general duties in respect of the Equalities Act, when making transport arrangements for children and adults with Additional Learning Needs or additional transport requirements.

A Whole System Review

27. Given, the scale of the budgetary expenditure, delegations being sought, and cost increases, it is reasonable to be concerned about the efficiency and effectiveness of service delivery. In this regard, a major review of the system is being developed between Education (as lead client), PTE and Finance directorates. In addition to the review of funding delegations, this will involve a fundamental assessment of transport systems and service use, particular relating to the use of ALN.
28. Improved governance arrangements have already been put in place with the creation of The Education Transport Operational Group, which meets weekly and includes officers from the relevant service areas including Planning Transport & Environment, Education, Finance and Procurement. Children and Adult Services officers will be invited to the group on a monthly basis, to discuss and cover issues relating to their service areas. The group covers all operational issues, new contract awards, individual contract rate increases/decreases, contract closures, planned new provision proposals and general day to day issues (safeguarding, training proposals, walking route network changes implications etc). Contract rates and requirements are challenged at these meetings before being agreed or rejected.
29. In addition to these weekly operational meetings there are also monthly Strategic Education Transport Group meetings involving the Directors, Senior Directorate Officers, Senior Finance and Procurement Officers. These meetings look at long term provision requirements, strategies to

reduce spending and opportunities to improve the quality of service and make it more efficient.

30. Officers are also exploring alternative delivery options if the current supplier base are unable to cover all the Council statutory contractual requirements. These include working with partner agencies such as the Community Transport Association to see if they can undertake some contracts, working with schools to see if they are interested in undertaking school contracts utilising their own vehicles, or the Council providing vehicles for them and utilising their staff to undertake the contracts. Officers are also looking into setting up an internal fleet of vehicles and staff to undertake contracts as well as working with colleagues in neighbouring authorities on sharing resources to cover contracts. This option may increase costs due to cover staff required for sickness and holidays, along with replacement vehicles to cover breakdowns and maintenance requirements.
31. Officers continue to promote and target as many ALN pupils as possible who are suitable to undertake Independent Travel Training so that they are provided with a bus pass or train pass to travel to school rather than be transported to school via taxi or minibus. The scheme has been promoted in all schools to ensure staff are aware of the benefits of this training and the support available. However, the BES withdrawal may impact the number of pupils that will be able to be trained if bus service levels are reduced or withdrawn from areas of the city.
32. Officers are also exploring longer term options of moving more pupils onto season tickets rather than contracted vehicles which will help support the commercial bus service network across the City.

Procurement Implications

33. The DPS to date has been successful and Commissioning and Procurement (C&P) recommend continuing with the approach for procuring any future passenger transport requirements.
34. The estimated value of the DPS for Passenger Transport Provision over its remaining lifetime including the further delegated spend of an additional £89.8 million would be £138.8 million. Therefore, the variation of the DPS value and award of subsequent call-off contracts under the DPS are subject to the terms laid down in the DPS and both the Public Contract Regulations 2015 and the Council's Contract Standing Rules and Procedures and Financial Regulations. The DPS tender process will be completely electronic and the documentation will be made available via the Council's e – Procurement system PROACTIS. All contracts awarded via the DPS will be in line with the DPS procedures including adverts being placed on the Councils e-Procurement system PROACTIS inviting all contractors appointed to the DPS under the relevant lots. C&P will work with the service area and Business Wales to ensure supplier engagement and ensure effective communication with the broad supplier community in understanding the Councils approach

and look to create familiarity with the Councils e-Procurement system PROACTIS.

35. C&P will be working with the Service Area to develop refine requirements and specifications, we will provide advice to ensure any process is undertaken compliantly throughout the tender process when awarding contracts via the DPS. Due to time pressures in awarding the upcoming contracts, in addition to procurement support the service area will need to ensure that processes are robust and monitored closely to safeguard against routes not being placed and slippage in target dates.
36. If the further delegation of spend for an additional £89.8 million is not authorised allowing the Council to continue the procurement process via the DPS the Council will be outside its scope of the current DPS arrangement, in terms of exceeding the value of spend allowable under the original DPS award. This would leave the Council unable to provide its statutory duty leaving the Council open to legal challenges and increased costs.

Scrutiny Consideration

37. The Environment Scrutiny committee considered this item on 11 May 2023. Any comments received will be circulated at the Cabinet meeting

Reasons for Recommendations

38. To secure approval to delegate authority for the additional contract value against the Passenger Transport DPS for a further £89.8 million, to enable the Council to be fully compliant re. contract regulations and delegated authority. This will enable contracts to be allocated efficiently and as cost effectively as possible.
39. To enable the Council to implement replacement contracts to fulfil our statutory home to school transport obligations, in time for contracts to start in September 2023.
40. As the Director of Planning Transport & Environment is not the budget holder for the areas of contract spend that relate to Education, Children or Adult Services, they will also be consulted with along with the Directors and Cabinet Members for these Service areas for any contract spend relating to their areas.

Financial Implications

41. This report seeks approval, subject to available budgets, for an increase in the value of contracts to be allocated via the DPS Framework from £49 million to a total value of £138.8 million and to approve the delegation to the Director of Planning, Transport and Environment in consultation with service area leads and Cabinet Portfolio members to award contracts within this revised total contract framework value. This approval would relate to all new contracts allocated during the remaining period of the existing Passenger Transport DPS Framework which expires on 31st August 2025.
42. The report sets out a number of pressures impacting on the Passenger Transport service including service expansion needs, inflationary and other cost increases, driver shortages and reduced passenger numbers. Decision makers should note that the amounts detailed within the report in terms of the overall forecast contract values are in excess of the available budget. It is essential that the Directorate continues to seek to deliver cost efficiencies over the remaining term of the current framework and to ensure that spend can be maintained within available budgets for Passenger Transport across the authority in these and any future contract arrangements.
43. Any financial and budgetary implications that arise as contracts are retendered and awarded must be clearly identified and form part of future budget setting processes as appropriate. The Directorate only have authority to spend when available budget is identified and confirmed.
44. The Directorate intend to continue with the DPS Framework approach for the procurement of Passenger Transport services as they consider this approach enhances competition between suppliers and consequently provides the Council with value for money.
45. It is intended that officers will apply separately for an extension to the existing Passenger Transport DPS Framework during 2024 so that a contract allocation process and the appropriate authority is in place before the existing framework expires.

Human Resource Implications

46. No implications.

Legal Implications

47. The Dynamic Purchasing System arrangement ('DPS') to secure the services required was set up in 2018.
48. A DPS is a procurement procedure that may be used for contracts for works, services and goods commonly available on the market. A DPS must be a fully electronic system, meaning only electronic means can be used to establish the system and to award contracts under it. The DPS is a two-stage process.
 - I. First – In the initial setup stage, all suppliers who meet the selection criteria and are not excluded must be admitted to the DPS. The

Council cannot impose any limit on the number of suppliers that may apply to join the DPS. It is noted that unlike framework agreements, suppliers can also apply to join the DPS at any point during its lifetime.

- II. Second – Individual contracts are awarded during the second stage. In this second stage, the authority invites all suppliers on the DPS (or the relevant category within the DPS) to bid for the specific contract.

49. In setting up and administering the DPS, the procedure and requirements prescribed in the Public Contracts Regulations 2015 ('Regulations') must be followed. Legal Services are instructed that this was and is the case but that the financial cap previously approved by Cabinet for awarding contracts under the DPS is nearing its limit.

50. Cabinet must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council.

General Legal Advice

Equalities

51. The decision about these recommendations has to be made in the context of the Council's public sector equality duties. The Council also has to satisfy its public sector duties under the Equality Act 2010 (including specific Welsh public sector duties). Pursuant to these legal duties, Councils must in making decisions have due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The Protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.

52. Social Services and Well Being (Wales) Act 2014 In considering this matter, the decision maker must have regard to the Council's duties pursuant to the Social Services and Well Being Act 2014. In brief the Act provides the legal framework for improving the well-being of people who need care and support and carers who need support and for transforming social services in Wales.

The Well-Being of Future Generations (Wales) Act 2015

53. 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.

54. In discharging its duties under the Act, the Council has set and published wellbeing objectives designed to maximise its contribution to achieving

the national wellbeing goals. The wellbeing objectives are set out in Cardiff's Corporate Plan 2022-25

55. The wellbeing duty also requires the Council to act in accordance with 'sustainable development principle'. This principle requires the Council to act in a way which seeks to ensure that the needs of the present are met without comprising the ability of future generations to meet their own needs. Put simply, this means that Council decision makers must take account of the impact of their decisions on people living their lives in Wales in the future. In doing so, the Council must:
- I. Look to the long term.
 - II. Focus on prevention by understanding the root causes of problems.
 - III. Deliver an integrates approach to achieving the 7 national well-being goals.
 - IV. Work in collaboration with others to find shared sustainable solutions
 - V. Involve people from all sections of the community in the decisions which affect them.
56. The decision maker must be satisfied that the proposed decision accords with the principles above; and due regard must be given to the Statutory Guidance issued by the Welsh Ministers, which is accessible using the link below: <http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>
57. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Guidance (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.
58. All decisions taken by or on behalf 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 of behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Council 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

RECOMMENDATIONS

Cabinet is recommended to:

1. Approve, subject to the future budget allocation, an increase of the value of contracts to be allocated via the DPS from £49 million to a total value of £138.8 million. This revised amount will cover the value of all new contracts allocated until the expiry date of the contracts up to 31st August 2029.
2. Delegate authority to the Director of Planning Transport and Environment in consultation with the Cabinet Portfolio Members and Directorate budget holders for Education, Childrens and Adults Service, to procure and deliver contracts subject to budget being available.
3. Delegate authority to the Director of Planning Transport and Environment in consultation with the Cabinet Portfolio Members and Directorate Budget holders for Education, Childrens and Adults Service, to award single tender spot contracts outside of the Passenger Transport DPS up to £30m subject to budget being available for upcoming statutory Taxi Contracts. This amount covers the period that the contracts are potentially in place until 31st August 2029.
4. Note that if the budget requirement exceeds the current allocation available having considered the availability of external funding or in year efficiencies then this will need to be brought back to Cabinet for approval as part of the budget setting process.
5. Note a further report will be brought to Cabinet once further changes take place in the wider funding context such as changes to BES etc. are understood.

SENIOR RESPONSIBLE OFFICER	Andrew Gregory Director Planning, Transport & Environment
	12 May 2023

The following appendices are attached:

- Appendix 1 Additional confidential financial information
- Appendix 2 Exempt Legal Implications

Mae'r dudalen hon yn wag yn fwriadol

Yn rhinwedd paragraff (au) 14, 16 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) 16 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

HIGHWAY ASSET MANAGEMENT PLAN - 3 (HAMP)**TRANSPORT & STRATEGIC PLANNING (CLLR. DAN DE'ATH)****AGENDA ITEM: 6**

Reason for this Report

1. To note the current state of the Highways Asset Management Plan - 3 (HAMP) which will inform the Cabinet's recommendations to Council for the Revenue and Capital 2024/25 and Medium-Term budget setting process.

Background

2. Cardiff Council has had a successful record of managing the highly complex highway asset. Recent years have presented significant challenges in terms of maintaining a multibillion-pound asset in the context of, significantly constrained budgets, the covid lockdown and recovery, and rising costs. Nonetheless, the Council has a track record of not just maintaining the asset but also delivering significant innovation, such as the LED rollout. In this context, the aim of this strategy is to develop a foundation for taking forward a robust approach to highway asset management that also begins to address in a meaningful way the wider issues of climate emergency, economic growth and transport sustainability.
3. The HAMP sets out the council's proposals for the management of, and investment in, the highway, and associated assets. That being – Adopted public realm, Carriageways, Footways, Drainage, Intelligent Transport Systems, Street Furniture, Road Markings, Street Lighting and Structures. The HAMP is designed to ensure that highways funding is used in the most efficient and cost-effective way. This plan is based upon the choices made by the Council in terms of the level of investment in the highway assets, what that investment will be directed at and the service standards that the users can expect. The highway assets listed above have a replacement cost with a modern equivalent estimated at approximately

£2.37bn (based on pre-inflationary costs) and are the Council's most valuable financial asset.

4. The purpose of the HAMP is to:
 - Formalise strategies for investment in Highway asset groups.
 - Define service standards.
 - Improve how the Highway asset is managed.
 - Ensure the most efficient service is delivered within available resources.

5. In this plan for the first time, we will also be exploring the opportunity to focus on aligning the HAMP with the wider corporate priorities found in Stronger, Fairer, Greener (SFG) vision for Cardiff. This document states: *“A greener city which, through our One Planet Cardiff programme takes a lead on responding to the climate emergency (see para 59), which celebrates and nurtures biodiversity, with high-quality open spaces within easy reach for rest and play which are connected by convenient, accessible, safe sustainable transport options”*. In this regard the purpose of the HAMP will seek to align and integrate to wider corporate strategies and will seek to:
 - Align the strategy with – where possible - developing a low carbon response to Highway maintenance.
 - Maximise the integration of sustainable mode use on the Highway.
 - Regard the Highways within the wider context of creating high quality public realm, based on placemaking, greening, accessibility, and design quality – supporting wider economic approach to city and local centre regeneration.

6. The HAMP applies to the following objectives from the Corporate SFG document, it will enhance the experience of pedestrians, cyclists and motorists and encourage economic growth by making it easier and safer to use the highway network
 - Play a leading role in the Capital Region, including developing strategic economic development, transport and planning strategies, as well as governance and delivery arrangements that support Cardiff's role as the economic, cultural and leisure centre of the region
 - Deliver the 'One Planet Cardiff' response to the climate emergency, accelerating the transition to net zero by putting sustainable development at the heart of everything we do as a Council.
 - Continue to deliver an extensive programme of localised improvements to our roads and footways to remove defects such as potholes.
 - Adopt the principles of a 15-minute city approach, focusing on sustainability, placemaking, and the density of development that this vision requires.

- Integrate great design, placemaking, greening and sustainability principles into all proposals for development and public spaces.
 - City centre recovery
7. The delivery of innovative, cost-effective risk-based maintenance within allocated budgets underpins the aspirations above and implementation of the following transformative approaches:
- i. **Placemaking** is a multi-faceted approach to the planning, design and management of public spaces. Placemaking capitalises on a local community's assets, inspiration, and potential, with the intention of creating public spaces that improve urban vitality and promote people's health, happiness, and well-being. The Council's highway infrastructure links and often maintains these community assets creating a cohesive unit of greater value for the community.
 - ii. **Low Carbon:** The Council has already utilised a highly innovative approach to low carbon asphalt. We will develop further opportunities for low carbon approaches to materials, systems, and working practices.
 - iii. **Sustainable Transport:** Traditionally the highway has been designed to maximise the efficiency of car and vehicle movements. This innovative approach that this plan will adopt seeks to develop the highway in a manner that also supports the usage of other transport modes in a more balanced manner, including walking, cycling, as well as tackling wider accessibility issues.
 - iv. **Greening** promotes the concept of healthy streets. Urban greening helps to make streets part of a public realm network that is designed more for people than for vehicles. Greening of Cardiff's streets, buildings and other public spaces does more than change the look of these places. Roofs and walls covered in plants, **street trees** and small pocket parks in between buildings help combat climate change and make the city a better place to live, work and invest. The **HAMP** manages the interface between existing highway infrastructure (e.g. SuDS planting described below and future biodiversity and amenity opportunities relating to flood risk management) and these new and emerging green infrastructure initiatives including the Councils Coed Caerdydd project.
 - v. **Sustainable Drainage Systems (SuDS)** have been developed to imitate the natural drainage process and provide the community with green spaces promoting diverse wildlife and wellbeing. Traditional drainage systems can increase the risk of flooding and pose a serious risk of contamination, SuDS can help maintain water quality and limit the total amount of water leaving a site. An excellent example of where Cardiff has implemented SuDS is the Greener Grangetown project providing an exemplar of SuDS

design. The **HAMP** illustrates the design and maintenance of Cardiff's SuDS undertaken by the Councils highway drainage teams.

- vi. The concept of the **15-minute city** seeks to improve liveability and develop more sustainable, local communities by planning for residents to be able to access most of the facilities they need on a daily basis within a 15–20-minute walk, cycle or bus ride from their home. Again, the **HAMP** manages the interface between existing highway infrastructure and these new and emerging initiatives.
 - vii. **City Centre and Local Centre Public Realm** enhancements and maintenance in these more focal economic and social areas with very high levels of footfall and usage provides a particular challenge. Furthermore, due to their prominence there is more attention to any defects. Managing these key environments often requires more attention and resources. However, the extent of support provided needs to be understood as a part of a wider assessment of budgets and priorities (see para 13 below). In this regard, it is proposed that we identify a ringfenced sum within the budget to tackle these issues in a balanced yet prioritised manner.
8. There are two key pieces of national legislation that should be considered for the HAMP. It is important to remember that any level of funding less than steady state (described in para 15 below) will result in, to greater or lesser extent depending on investment, a managed decline of the condition of the highway asset.
 9. Section 41 of the **Highways Act 1980** imposes a legal duty of maintenance on highway authorities (The Council) in respect of those highways that are maintainable at the public expense.
 10. The **Well-being of Future Generations (Wales) Act 2015** is an Act of the National Assembly for Wales to make provision requiring public bodies to do things in pursuit of the economic, social, environmental and cultural well-being of Wales in a way that accords with the sustainable development principle; to require public bodies to report on such action; to establish a Commissioner for Future Generations to advise and assist public bodies in doing things in accordance with this Act; to establish public services boards in local authority areas; to make provision requiring those boards to plan and take action in pursuit of economic, social, environmental and cultural well-being in their area; and for connected purposes.

Of particular relevance to this HAMP is part 2, section 5 of the Act:

Well-being of Future Generations (Wales) Act 2015

Part 2 – Improved Well-being

Section 5 - The sustainable development principle

(1) In this Act, any reference to a public body doing something “in accordance with the sustainable development principle” means that the body must act in a manner which seeks to

ensure that the needs of the present are met without compromising the ability of future generations to meet their own needs.

(2) In order to act in that manner, a public body must take account of the following things—

(a) the importance of balancing short term needs with the need to safeguard the ability to meet long term needs, especially where things done to meet short term needs may have detrimental long-term effect;

11. The Highway Asset Investment Strategy (see extract below) illustrates different levels of asset investment and its outcomes was endorsed by the Council's Environmental Scrutiny Committee on 9th September 2014 and again on 17th May 2016. The committee recommended adoption of a steady state investment profile for the highway asset. The reason for this recommendation is that this proves to be the best long term economic solution whilst enabling the network to support other corporate priorities such as economic growth in the city.
12. It is recognised that current financial pressures may make this unachievable at the present time. To make the investment more affordable a "phased approach" to increasing Capital and Revenue investment could be adopted. This would mean investment could be increased annually over an agreed period to reach the required steady state level.

Issues

13. **Enhanced Public Realm** - Improvements in the public realm can provide significant enhancements to users as described in para 7 above. Currently the city centre is inspected in line with all other areas of the city, on a safety first, risk-based approach basis (in line with the Highway Safety Inspection Policy – Part C:001). Due to the prestige associated with the capital city centre and the high expectations of quality, an enhanced maintenance regime should be considered in this area. It should be noted, where higher quality materials or bespoke infrastructure are used this has an increased disproportionate demand on maintenance budgets due to their significantly higher replacement costs over those of routine materials. e.g., the maintenance of prestige granite paving in the city centre. Consideration should be made for increased maintenance budgets for the ongoing maintenance and improvement of these areas of enhanced infrastructure.
14. **Achieving Steady State Investment & the Cost-of-Living Increase 2021 – 2023**. The Steady State calculations contained in the Asset Investment Strategy were undertaken in 2016. Annual inflation and its effects on increasing the cost of goods and services during the period 2016 to 2023 should be noted.
15. Steady State is a level of funding that maintains an asset in its current condition, neither improving nor deteriorating from an overall perspective. Maintenance funding below steady state will result in an ongoing deteriorating condition and consequent increasing maintenance backlog

over time, the speed and level of deterioration is dependent on how far investment is below steady state.

16. A rapid increase in energy costs, particularly the wholesale price of gas, has been a key driver of the recent increases in inflation, compounded by supply chain stresses, increased prices for commodities and transportation. The cost of living has been increasing across the UK since early 2021. The annual rate of inflation reached 11.1% in October 2022, a 41-year high, before easing to 10.7% in November 2022. High inflation affects the affordability of goods and services.
17. This rapid increase of inflation is causing additional pressures in the area of highway and footway maintenance, especially around surfacing and surface treatments. This will be the first area that will show deterioration – structures, street lighting and drainage improvements will lag in terms of deterioration, albeit the cost of schemes will increase, so the risks of failed elements will increase over time.
18. Likewise, the costs relating to localised small-scale repairs such as patching, street furniture, tackling damaged paving, road markings renewal, signage and minor highway improvements has also increased in similar levels, so the volume of works completed will reduce. This unfortunately will promote deterioration further – moving early repairs to more expensive later treatments as we have not been able to provide the appropriate intervention in a timely manner.
19. Table 1 below shows how construction costs (illustrated by cost per square metre) have increased over the period 2021-2023. They are based on completed scheme costs delivered by carriageway and footway capital improvement programmes with the treatments listed in the left-hand column. The average cost increase is **circa 56%**.

Table 1 – Increases in Carriageway and Footway Construction Costs

Carriageway m2 rate				
Financial Year	2020-2021	2021-2022	2022-2023	% difference 2021-2023
Reconstruction	£115	£130	£185	61%
Strengthening	£30	£35	£45	50%
Resurface inlay/overlay	£17	£22	£27	59%
Micro Asphalt	£9	£11	£13	45%
Footway m2 rate				
Financial Year	2020-2021	2021-2022	2022-2023	% difference 2021-2023
Reconstruction	£75	£85	£125	66%
Renew surface course	£42	£50	£65	55%
FW Micro Asphalt	£7	£9	£11	57%

20. Table 2 below is an extract from the Asset Investment Strategy (2016) which shows the calculated steady state investment required for the main highway asset groups. Based on the 56% increases in actual carriageway and footway construction costs shown above, and the steady state calculation below from 2016, it could be logical to assume that the 56% increase demonstrated above could be considered representative across all highway assets. Therefore, we could assume the overall steady state figure could have increased by £4.09m (56% increase on £7.3m) to an annual steady state investment of **£11.41m in 2022-23**.

Table 2 – Extract from 2016 Asset investment Strategy (with 2023 adjustment added)

Overview of Investment Options						
Asset Group	2015/16 Revenue Budget (£,000)	2015/16 Capital Budget (£,000)	Future Capital Investment Option Costs (2016)			Adjusted Steady State Value for 2023
			Managed Decline (£,000)	Steady State (£,000)	Enhanced (£,000)	
Carriageways	£450	£850	£850	£3,075	£5,175	£4,797
Footways	£790	£595	£470	£2,360	£3,810	£3,681
Drainage	£400	0	0	£160	£160	£250
Street Furniture	£33	0	0	£125	£125	£195
Street Lighting	£585	£270	£300	£1,200	£1,200	£1,872
Structures	£320	£500	£0	£400	£400	£624
Total	£2,578	£2,215	£1,620	£7,320	£10,870	£11,419

21. Table 3 below demonstrates the gap between current and estimated future funding and the requirements to reach steady state.

Table 3 – Gap between current and estimated future funding and the requirements to reach steady state.

Gaps Between Steady State, Current and Estimated Future Funding								
Asset	Funding source	Annual Funding - £k			Steady State Requirement (11,419 total)	Current 2023-24 Funding Gap between current funding & Steady State	Funding Gap between 2024-25 funding & Steady State	Funding Gap between 2025-26 funding & Steady State
		Current	Estimated					
		2023-24	2024-25	2025-26				
Carriageways	capital	3,350 (+2,000 additional funding)	3,350	3,376	4,797	-553	1,447	1,421
Drainage	capital	30	230	180	250	220	20	70
Footway	capital	880	595	595	3,876¹	2,996	3,281	3,281
Street Lighting	capital	1,000	1,070	270	1,872	872	802	1,602
Structures	capital	924	1,100	1,100	624	-300	-476	-476
Total Gap between Annual Funding & Steady State						3,235	5,074	5,898

1 – Footway funding includes £195k for Street Furniture

2- Future Steady State funding requirements will be subject to industry inflationary & other increase

22. It is important to note that the steady state levels of investment and gaps in current and future estimated budgets shown in Table 2 & 3 relate to Capital investment only. However, maintenance functions and cyclic activities financed through revenue budgets are experiencing equivalent pressures and have been frequently subject to historic budgetary reductions implemented to achieve annual cost savings.

23. **Additional Funding for the 2023/24 financial year** – an additional capital sum of £2M has been made available for the 2023/24 financial year. The investment of the additional sums will be directly linked to the asset of highest demand and that exhibiting the highest levels of deterioration. The additional sums will therefore be invested in the carriageway asset that has deteriorated significantly over the winter months and requires significant investment. Utilising a condition driven, risk-based approach, the additional funding will be utilised for resurfacing works in the following priority order:

- Principle Roads – e.g. A4232, A48
- Main Distributor Roads – higher trafficked roads through wards
- Secondary Distributor Roads – unclassified high usage routes
- Estate Roads that are exhibiting highest levels of deterioration

24. **Revenue Pressures on Highway Maintenance Budgets** - There are strict financial rules on what the Council's Capital budgets can be spent on and there are many Highways Maintenance functions, repairs and replacements that can only be funded via Revenue budgets. Whilst we can demonstrate the effects of Capital funding on the condition of highway assets by its proximity to the steady state calculation, it is more difficult to achieve when considering the effect of Revenue investment. The reduction of Revenue budgets will often result in a reduction in service provision or an increase in maintenance backlog, both of which will have some detrimental effect on the short-, medium- and long-term condition of highway assets. Some of the key areas of Revenue pressure for Highway Maintenance functions are described below.
25. **Reactive Highway Safety Repairs** - The Council's Highway Safety Inspection Policy Part C:001 and the associated inspection and repair regime, is designed to maintain the highway network to an approved safe level and forms the basis of the Council's strategy for managing highway liability and risk. Utilising Section 58(1) of the Highways Act 1980 in the defence of 3rd party personal injury and property claims.
26. In accordance with the Highway Safety Inspection Policy, suitably qualified Safety Inspectors undertake cyclic inspections of the entire highway network identifying safety related defects and categorise them for an appropriate repair utilising the AMX asset management system. For the Council to have a successful defence against any 3rd party insurance claims we must demonstrate we've undertaken the safety inspection and completed any identified repairs in accordance with the defect investigatory levels and timescales of the Policy.
27. The Council has a robust safety inspection regime achieving an excellent 3rd party claim repudiation rate of 88%. In 2022 approximately 93% of critical defects were repaired within the required timescale. Over 25,000 safety and maintenance defects were picked up by Inspectors of which approximately 30% were unable to be repaired due to insufficient resources. The definition of these defects is shown below.

Highway Safety Inspection Defect Definitions		
Critical Defect	Safety Defect	Maintenance Defect
A situation where the inspecting officer considers the risk to safety high enough to require immediate action. Requiring an immediate response to make the site safe	Defects that pose an imminent risk of injury to road users, Requiring a response as soon as possible to remove a potential risk of injury to users	Defects that warrant treatment to prevent them deteriorating into a safety defect prior to the next scheduled inspection, Requiring a response to prevent them becoming a safety defect

28. The result of defects remaining untreated is their possible accelerated deterioration into more serious defects. To further improve efficiency, resources and processes are being upgraded for the management of performance and prioritisation of work. In addition, a new maintenance

contract will be let in the new financial year which will develop more efficient working practices and a more robust legal defence.

29. Any defects not repaired as required pose a risk to the Council's 3rd party insurance defence. It is important to appreciate the level of financial risk associated with 3rd party insurance claims. Claims can be categorised into two main groups, property damage and personal injury. Property/vehicle damage claims (e.g., damage to a car wheel resulting from carriageway potholes) are generally of lower cost, in the region of £60 to £300. However, personal injury claims can range from several hundred pounds to millions of pounds, depending on the situation and injury sustained by the claimant. The average cost of a personal injury claim is approximately £15k. It should be noted that most higher value claims arise from footways as a result of claimed trips and falls.
30. **Replacement of Road Markings and Traffic Signs** - A significant proportion of road marking, traffic sign and street furniture (bollards, pedestrian guardrail, benches, fences etc) repair and replacement is undertaken using Revenue budgets, other than those replaced as part of wholesale capital highway improvement schemes.
31. The Council depends on signing and lining for the efficient control and movement of traffic, for enforcement of traffic regulations and, most importantly, as an aid to road safety. Traffic signs and road markings are placed by the Council, through the powers provided by the Road Traffic Regulation Act 1984, to provide warnings, information and details of restrictions to road users.
32. While faded road markings are not illegal in a definite black-and-white sense, the legislation of the Road Traffic Act 1988 outlines that roads must be safe for users. Therefore, if an accident were to occur due to the lack of road markings, or the inadequate quality of them, then the responsibility may well lie with the Council. An incident caused as a direct result of road marking quality could therefore be a violation of the law. In addition, missing, faded or incorrect road markings make parking restrictions unenforceable.
33. The recent RoadAI video survey of the highway network has identified that over 300km of the surveyed road markings were in the <25% condition value. At the time of preparation of this report, the RoadAI road marking data was being processed and evaluated by the Highways Asset Team. This data will enable us to establish a maintenance backlog and make more informed bids for planned improvement programmes.
34. **Traffic Signs** - Restrictions are legally unenforceable if the signs are missing, incorrect, wrongly orientated or obscured. Again, the legislation of the Road Traffic Act 1988 outlines that roads must be safe for users as described above.
35. Sign cleaning is undertaken following Councillor or customer request or where inspections have identified badly obscured signs. However, due to

restricted Revenue budgets, a cyclic sign cleaning programme is unaffordable.

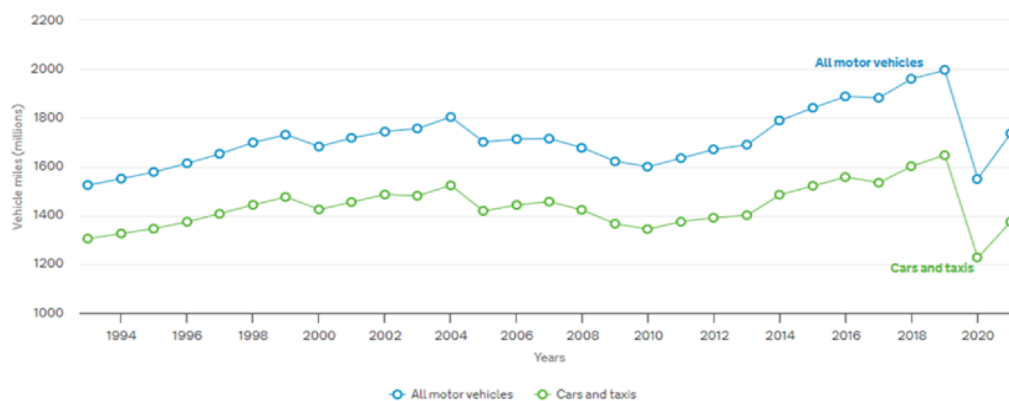
36. The replacement of faded, missing or damaged street nameplates is a good example of a continual demand on revenue maintenance budgets. During the three-year period 2020-2023 400 nameplates were replaced on approximately 200 streets at a cost of circa £60k. However, a backlog of 690 nameplates remains at an approx. replacement cost of £103k, at current investment rates this backlog will take more than 5 years to replace. (That is, if no more defective units were added to the backlog).
37. The recent RoadAI video survey has identified 23,800 traffic signs on the road network. At present the software is unable to automatically categorise sign condition. However, desk top condition analysis can be undertaken and recorded against each asset. At the time of preparation of this report, the RoadAI traffic sign data was being processed and evaluated by the Highways Asset Team. This data will enable us to establish a maintenance backlog and make more informed bids for planned improvement programmes.
38. **Painting of Highway Structures** - Painting structures are an essential and cost-effective maintenance strategy to protect the integrity of steelwork and help achieve their design lives of 120 years. Painting prevents corrosion and the subsequent structural deterioration of components minimising expensive repairs to strengthen or replace corroded beams. Elements of a structure that benefit from painting are steel beams under the bridge deck, parapets (the fences on the edge of the structure) and complete footbridges.
39. Modern paintwork systems used on highway structures have a lifecycle of between 20 to 25 years, a significant improvement over older systems lasting from 12 and 15 years, thus significantly extending new treatment cycles but limiting protection of older painted elements. It should be noted that access arrangements for carrying out painting can increase the cost of a scheme significantly, along with the legislative requirements of Railway companies and Natural Resources Wales over rivers.
40. The current revenue budget available for the maintenance of all Highway Structures is £130k, which is fully allocated to completing essential safety works and minor repairs. There is an estimated current backlog of £900k for painting Highway Structures that have significant steelwork components. Based on current inspection data the painting of structural steelwork comprises approximately 25% of a £4m maintenance backlog.
41. **Gully Emptying & Sweeping Highway Channels** - The removal of detritus from the highway channels (gutter) and cleansing of drainage gullies allows the free flow of rainwater off the highway into the drainage system to prevent flooding. The removal of rainwater from the highway also helps to maximise the life of the asphalt carriageway.

42. Water can be one of the most damaging elements to an asphalt surface. Moisture damage decreases strength and durability of asphalt, weakening the bond between the bitumen and the aggregate, thus speeding up deterioration forming potholes and cracking. When cracks form it allows water to seep under the surface, which is damaging to the base beneath. Extended exposure to these defects can have significant detrimental effects to the structure and foundation of the road.
43. It is very difficult to quantify the direct damage to the carriageway caused by the effects of standing water because of blocked drains and channels. However, reductions in revenue investment for cyclic gully emptying and street sweeping functions, and their consequent reduced frequency, can be attributed to accelerated carriageway deterioration as described above.
44. **City Centre, Local Centres and Bay.** It is recognised that some focal areas of the city experience significantly higher volumes of pedestrian, cycle and public transport. Also, these central areas will require a higher level of materials and maintenance. This results from the higher levels of servicing activity, being driven on by loading vehicles, higher access of services by utilities, as well as general wear and tear. In the past materials may have been selected for these areas of a more specialised or decorative character.
45. The prestige maintenance expectation in these focal areas demands a higher “Serviceability standard” than our routine safety/risk-based approach. This higher serviceability standard will undertake repairs that would not trigger a safety repair but improve the aesthetics and maintain the overall appearance of these areas. For example, re-painting bollards and lampposts, early repair interventions to footway and carriageway surfaces and street furniture, re-grouting of paving joints etc.
46. Cyclic safety inspections would continue in these areas as specified in the Safety Inspection Policy to ensure statutory requirements are met and an appropriate claims defence is maintained.
47. The HAMP will seek to adopt an approach that supports the delivery of high-quality materials and maintenance that are also sustainable in terms of robustness and simplicity of pallet whilst continuing to provide an effective risk-based maintenance and management approach to the rest of the highway network.

48. **Asset Growth** - The highway asset grows each year due to the adoption and construction of new sections of highway often resulting from private developments. This will also include the introduction of new Council promoted schemes on the existing network such as high-status city centre public realm improvements, upgraded junctions, new traffic management such as raised tables and speed humps, segregated cycle lanes etc. This ongoing continual increase in the quantity of highway assets will require future maintenance as they age and deteriorate, placing a continually increasing demand on maintenance budgets.
49. For example, over the 10-year period 2012-22 the carriageway length has increased by 26.5km and over 1,700 new street lighting columns have been erected.
50. **Traffic Growth** - The graph below (source DFT) illustrates a steady growth in traffic volume placing increasing pressure on the Highway network and accelerating deterioration in carriageway condition with HGV's and buses causing disproportionate wear on road surfaces. Some of the main arterial routes into the city have in the region of 80,000 vehicles per day with a proportion of heavy goods vehicles of approximately 6%.

Annual traffic by vehicle type in Cardiff

Traffic in Cardiff from 1993 to 2021 by vehicle type in vehicle miles (millions)



51. **Changing Environmental Conditions** also place increased pressure on maintenance budgets.
52. Increased frequency of more extreme weather can have direct and indirect impact on road condition. The deterioration in asphalt construction from the effects of water is discussed in para 42 above. Changes in temperature (both high and low temperatures) and rainfall patterns can interact where wider temperature variation promotes cracking, compounding the effects of increased rainfall and damage caused by traffic (especially HGV's).
53. This cycle of climatic events places an increased burden on existing maintenance budgets. If such extreme events occur during the period of this HAMP and increased damage or deterioration is experienced, it may be necessary to divert existing budgets and revise service standards that are affordable unless additional funding can be secured.

54. Wherever possible highway teams are adopting modern materials, technologies and maintenance techniques to minimise the negative effects of climate change on the highway asset. Also, pushing suppliers and contractors to continually develop new approaches and alternative opportunities.
55. **Carriageway Condition Benchmarking** - Utilising WG all Wales KPI's for classified road condition a benchmarking analysis has been undertaken to compare how Cardiff's classified road condition compares with other Welsh Local Authorities, see Tables 3 to 5 below (full size tables are shown in section 12 of the HAMP document). These KPI's only apply to the classified A, B and C class roads and are not undertaken on the U class (unclassified) network.
56. It must be noted that historically classified roads (20% of the network) attract a disproportionate amount of funding compared to unclassified roads (80% of the network). This funding allocation adopts a risk-based approach based on the classified network carrying significantly higher levels of traffic, often at higher speeds, than unclassified roads. As can be seen from Tables 3, 4, & 5 below Cardiff's classified A, B and C class carriageway network conditions compare favourably against all Wales averages. However, it should be noted an effect of this risk-based approach and the availability of maintenance budgets means classified roads are kept in a better condition than the unclassified roads. Unfortunately, the majority of residents will live adjacent to the unclassified network in residential areas and might not fully appreciate the increased investment in classified roads that they may use infrequently.
57. In late 2022 the Council introduced a video data collection exercise utilising RoadAI technology commissioned to collect carriageway condition. The road Condition data generated by RoadAI can identify lengths of highway that are in various stages of deterioration feeding into the programming of improvement works. This survey is repeatable and will be undertaken on a cyclic basis, building an ongoing record of the changing condition of the carriageway network. At the time of preparation of this report, the RoadAI carriageway data was being processed and evaluated by the Highways Asset Team and a U class condition indicator will be developed from this data. Prior to this new RoadAI survey being implemented the condition of the unclassified network was measured via visual inspections undertaken by highway Safety Inspectors whilst carrying out their cyclic inspection of the highway network.

Table 4 – Condition of A Class Roads

Council	THS/012a - A Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	145.20	3.40%	3.10%	3.69%	2.70%	2.30%	3.20%	2.90%	4.00%	4.60%	3.00%
Blaenau Gwent	44.62	7.20%	4.80%	3.60%	2.60%	2.30%	2.60%	2.60%			
Bridgend	104.00	5.70%	5.00%	5.24%	4.70%	5.20%	4.50%	4.00%			
Caerphilly	96.60	5.00%	5.40%	4.16%	4.50%	4.30%	4.60%	3.90%	4.10%	3.00%	3.20%
Cardiff	152.00	7.00%	4.00%	4.29%	3.70%	4.10%	3.30%	3.50%	3.30%	2.60%	2.80%
Carmarthenshire	249.10	6.60%	4.70%	4.34%	4.60%	4.30%	4.10%	5.20%	5.40%	4.10%	3.60%
Ceredigion	158.30	6.60%	5.90%	4.90%	5.12%	4.10%	4.20%	4.70%		3.20%	
Conwy	118.06	4.30%	2.60%	2.87%	2.90%	3.10%	3.50%	3.90%	4.30%	3.90%	
Denbighshire	139.80	5.60%	3.70%	3.51%	3.00%	2.70%	2.70%	3.40%	3.60%	3.50%	2.60%
Flintshire	152.00	2.20%	1.50%	1.23%	1.40%	1.50%	1.40%	1.70%	2.20%	2.10%	
Gwynedd	310.20	5.20%	4.40%	3.53%	3.10%	3.50%	3.20%	3.30%	3.50%	2.80%	2.60%
Merthyr Tydfil	27.62	5.30%	5.60%	3.47%	3.30%	3.20%	3.30%	3.60%	3.70%	2.70%	
Monmouthshire	59.00	4.20%	3.00%	2.56%	2.30%	2.10%	2.40%	2.70%	2.60%	2.70%	
Neath Port Talbot	140.19	7.90%	6.80%	5.87%	4.50%	4.10%	4.50%	5.30%	5.00%		
Newport	51.30	3.10%	3.30%	2.58%	2.20%	2.60%	2.60%	2.70%	2.30%	2.30%	2.10%
Pembrokeshire	160.30	5.70%	4.50%	4.94%	4.60%	5.40%	5.40%	4.80%	4.40%	3.90%	3.90%
Powys	238.20	4.70%	5.00%	3.35%	2.80%	3.60%	3.90%	3.90%	3.90%	3.40%	3.00%
Rhondda Cynon Taf	165.40	7.60%	8.10%	8.01%	7.20%	5.70%	5.20%	4.90%	4.70%	4.60%	3.70%
Swansea	102.30	3.70%	3.90%	3.18%	3.30%	3.20%	3.20%	4.10%	4.00%	3.10%	2.60%
Torfaen	26.00	2.30%	1.50%	1.18%	1.40%	1.70%	2.10%	2.50%			
Vale of Glamorgan	73.90	6.80%	6.00%	5.62%	5.90%	5.90%	6.54%	6.30%	6.00%	5.10%	
Wrexham	110.00	2.90%	2.80%	2.70%	2.30%	2.40%	2.40%	3.30%	3.80%	3.20%	3.50%
Welsh Avg		5.14%	4.35%	3.86%	3.55%	3.51%	3.58%	3.76%	3.96%	3.38%	3.05%

Table 5 – Condition of B Class Roads

Council	THS/012b - B Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	122.50	7.50%	5.90%	5.11%	3.80%	3.20%	4.40%	3.80%	3.80%	3.80%	2.80%
Blaenau Gwent	17.95	8.10%	6.80%	5.48%	4.80%	5.10%	5.60%	5.60%			
Bridgend	30.90	7.70%	6.10%	4.84%	4.90%	3.30%	4.20%	3.90%			
Caerphilly	64.80	6.30%	4.80%	3.44%	4.10%	3.70%	3.60%	3.40%	3.30%	2.40%	2.20%
Cardiff	32.00	8.40%	8.20%	7.34%	6.50%	7.10%	5.60%	4.70%	5.60%	4.10%	3.30%
Carmarthenshire	331.50	7.70%	5.50%	3.61%	4.00%	3.50%	3.10%	4.20%	4.70%	3.40%	2.80%
Ceredigion	325.00	10.00%	7.70%	5.40%	5.17%	3.10%	3.00%	3.50%		2.00%	
Conwy	173.28	7.30%	6.50%	6.06%	6.30%	4.30%	4.30%	5.80%	5.90%	4.80%	
Denbighshire	133.70	9.30%	8.80%	7.71%	6.50%	5.80%	5.10%	4.70%	5.30%	5.00%	3.80%
Flintshire	78.00	2.80%	1.20%	1.34%	1.50%	1.30%	1.30%	1.40%	1.80%	1.90%	
Gwynedd	204.22	5.30%	4.70%	3.72%	3.40%	3.90%	3.80%	3.90%	3.90%	3.00%	2.50%
Merthyr Tydfil	12.13	11.80%	14.40%	10.83%	8.80%	8.60%	7.40%	6.20%	7.10%	7.20%	
Monmouthshire	151.00	6.10%	5.30%	5.30%	5.10%	4.30%	4.90%	4.70%	5.10%	5.20%	
Neath Port Talbot	63.42	6.70%	5.20%	4.04%	2.60%	2.40%	2.90%	2.90%	2.80%		
Newport	46.70	6.50%	6.00%	4.99%	4.00%	4.20%	4.40%	4.20%	5.00%	4.40%	3.10%
Pembrokeshire	240.90	6.90%	5.10%	4.97%	4.00%	4.40%	5.20%	5.60%	5.40%	4.10%	3.40%
Powys	604.10	9.40%	8.60%	5.98%	5.20%	5.50%	5.70%	5.30%	5.10%	4.50%	4.10%
Rhondda Cynon Taf	76.20	9.90%	8.40%	6.43%	7.10%	5.90%	6.20%	6.50%	6.20%	5.90%	4.80%
Swansea	101.60	5.70%	5.60%	4.04%	4.50%	5.00%	4.50%	5.10%	5.10%	4.20%	3.10%
Torfaen	17.00	6.20%	5.60%	5.60%	5.60%	4.20%	4.30%	4.80%			
Vale of Glamorgan	57.80	5.90%	4.80%	5.04%	4.70%	4.20%	4.96%	4.10%	5.10%	5.20%	
Wrexham	142.50	5.70%	4.60%	2.83%	2.70%	2.70%	2.40%	2.60%	2.90%	2.60%	3.00%
Welsh Avg		7.33%	6.35%	5.19%	4.69%	4.35%	4.40%	4.40%	4.67%	4.09%	3.24%

Table 6 – Condition of C Class Roads

Council	THS/012c - C Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	360.90	17.60%	17.60%	15.80%	13.40%	10.10%	8.90%	8.70%	8.20%	8.50%	8.20%
Blaenau Gwent	55.25	17.70%	10.50%	9.44%	7.00%	6.40%	6.10%	5.50%			
Bridgend	108.10	11.80%	11.40%	12.78%	10.10%	8.90%	8.60%	8.00%			
Caerphilly	152.40	13.40%	12.80%	9.90%	9.20%	8.70%	7.30%	6.60%	6.00%	4.90%	4.70%
Cardiff	106.00	12.80%	10.10%	9.29%	6.60%	6.90%	6.00%	5.80%	5.60%	4.50%	4.60%
Carmarthenshire	1,271.50	21.80%	20.40%	15.56%	13.70%	11.60%	11.90%	12.50%	12.50%	12.00%	11.70%
Ceredigion	840.60	22.60%	21.60%	21.90%	21.02%	19.10%	19.40%	17.30%		14.70%	
Conwy	485.86	13.80%	17.10%	16.95%	15.30%	15.70%	14.04%	15.40%	15.50%	15.10%	
Denbighshire	521.60	13.90%	14.50%	12.95%	13.30%	10.50%	10.20%	8.20%	8.30%	7.60%	7.50%
Flintshire	262.00	8.00%	6.90%	7.25%	6.30%	5.00%	5.30%	5.80%	4.90%	5.30%	
Gwynedd	923.25	10.30%	14.70%	14.23%	15.80%	15.20%	14.10%	14.50%	14.20%	12.90%	11.00%
Merthyr Tydfil	34.77	8.40%	6.70%	5.93%	5.20%	5.20%	4.00%	4.10%	3.90%	3.30%	
Monmouthshire	459.00	9.90%	14.20%	13.41%	12.30%	8.00%	7.70%	7.30%	7.60%	7.70%	
Neath Port Talbot	53.08	9.60%	8.20%	7.04%	5.90%	5.40%	5.30%	5.30%	5.70%		
Newport	142.40	11.00%	10.70%	10.63%	7.00%	6.90%	7.10%	6.90%	7.40%	6.40%	5.90%
Pembrokeshire	979.60	15.60%	14.90%	10.80%	7.50%	7.70%	7.20%	8.90%	9.40%	8.50%	7.60%
Powys	2,102.00	26.00%	26.70%	27.09%	25.10%	24.40%	23.00%	21.60%	22.00%	19.60%	17.90%
Rhondda Cynon Taf	123.50	13.90%	13.60%	13.28%	11.60%	10.20%	6.20%	3.00%	3.50%	3.40%	2.30%
Swansea	127.90	10.40%	10.10%	7.10%	7.30%	6.80%	6.70%	6.90%	7.00%	6.20%	5.20%
Torfaen	85.00	9.10%	8.70%	7.58%	7.00%	6.00%	5.30%	5.10%			
Vale of Glamorgan	311.30	16.20%	15.10%	13.91%	12.30%	11.20%	10.47%	9.70%	10.30%	8.10%	
Wrexham	370.50	21.00%	24.00%	21.55%	19.70%	18.50%	16.30%	16.20%	19.00%	18.90%	19.70%
Welsh Avg		14.31%	14.11%	12.93%	11.48%	10.38%	9.60%	9.24%	9.50%	9.31%	8.86%

58. As discussed above the highway's teams adopt a risk-based approach to the development of highway improvement schemes and repairs. A number of innovative machine-based and manual survey techniques inform this process, for example:
- Vaisala RoadAI video survey (as discussed above)
 - SCANNER machine-based laser condition survey of the classified A, B and C class carriageways.
 - SCRIM skid resistance machine survey
 - Manual pendulum test skid resistance surveys (localised areas)
 - Cyclic safety inspections managed from inspection to repair via the AMX asset management system.
 - Core tests and trial holes.
 - Chemical analysis to identify existing tar-bound surfacing.
 - Engineers site inspections.
59. **Carbon Reduction** - The Council's One Planet carbon reduction policies play an important role in the delivery of the Highway Maintenance service. The service is actively seeking effective new working practices to achieve carbon reduction and help Cardiff become a carbon neutral city by 2030.
60. For example, warm mix asphalts are used wherever possible replacing traditional hot mixes and carriageway asphalt arisings (the removed existing asphalt surface) from resurfacing schemes are recycled by the contractor for future use. Also, utilising a new maintenance contract, arisings from routine repairs and maintenance will be recycled or reused wherever possible.
61. Preventative cold applied surface treatments are frequently used on carriageways and footways wherever appropriate.
62. Wales's first carbon neutral highway surfacing scheme utilising recycled steel slag in place of virgin quarried stone aggregate was delivered on 1.2km of the A470 Northern Avenue in 2022 with support of One Planet funding.
- 13,000m² of surfacing
 - First Net Zero Carbon Emissions scheme in Wales
 - Cost approx. £500k - One Planet Cardiff contributed £200k
63. At the time of preparation of this report the Highways teams were awaiting a response from the One Planet steering group for the funding of another innovative carbon reduction trial. This latest trial is taking the model used on the A470 described above a step further seeking to create genuinely Carbon Zero surfacing materials, without offsetting, using Biochar to sequester Carbon to form a carbon sink and Lignin (a natural plant material) as a bitumen replacement.
64. The service has had an ongoing programme of replacing existing street lighting units with modern efficient LED units across the entire network. As a result of the efficiencies associated with LED's and its reduced energy

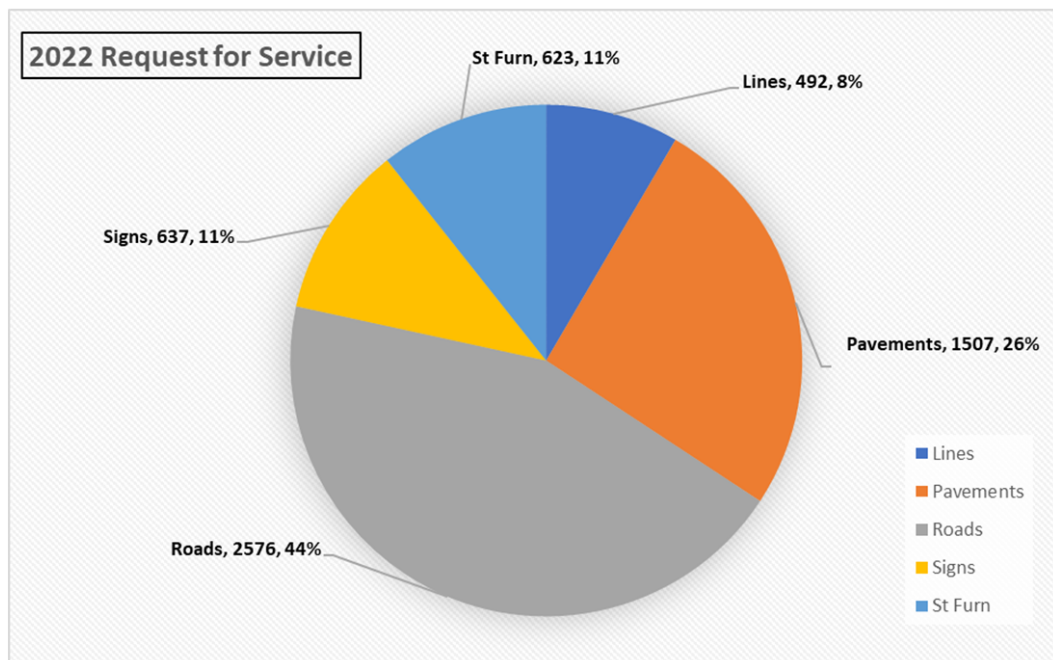
consumption, it will contribute favourably towards the Councils carbon reduction targets.

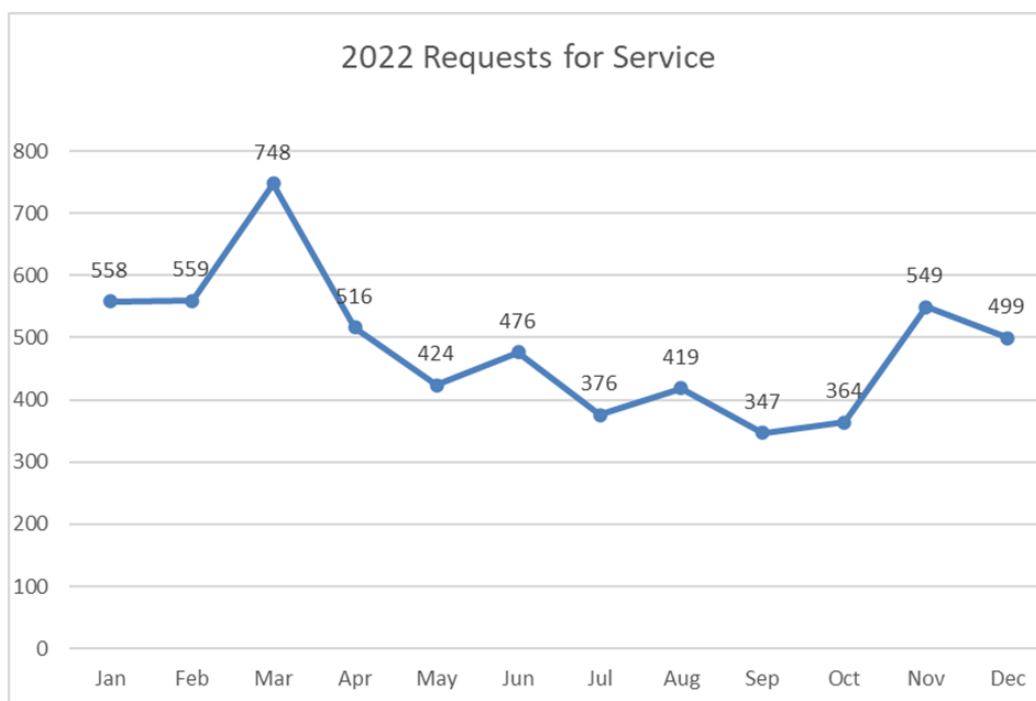
- Strategic Network – 16,500 LED units
- Residential Network – 23,500 LED units
- Over £1.2m energy savings/annum
- Thousands of Tonnes of carbon emission reduction

65. The Highway teams will continue to seek innovative carbon reduction initiatives as technology and operational opportunities emerge. In addition, the engineers work closely with the County Surveyors Society all Wales HAMP project which is looking to develop models and approaches to assist Highway Authorities implement and measure Carbon reduction solutions.

66. It should be noted there is a general consensus in the construction industry that the adoption of new low carbon engineering opportunities may be more costly than traditional repairs, treatments and approaches.

67. **Customer Demand** - AMX records customer contacts regarding carriageways, footways, street furniture and road markings, the charts below show contact statistics for requests for service in 2022. There were over 5,800 annual requests, which on average equates to approx. 480 per month and over 110 per week. There are seasonal peaks between January and April because of the effects of winter weather on carriageway condition.





68. **Conclusion on Issues** - As described in this issues section, increased costs and reducing budgets, coupled with numerous external pressures and ongoing deterioration, are placing Highway Maintenance functions funded from both Capital and Revenue sources under significant pressure.
69. Whilst the highway teams have developed processes utilising available asset data and adopting risk-based approaches to best allocate funding to areas of greatest need, the increasing demand and consequent reduced availability of budget will mean that fewer repairs and improvements are able to be delivered. Therefore, increasing the risk of 3rd party insurance claims and reducing customer satisfaction in the condition of the highway asset.

Scrutiny Consideration

70. The Environment Scrutiny committee considered this item on 11 May 2023. Any comments received will be circulated at the Cabinet meeting

Reason for Recommendations

71. To note the current state of the Highways Asset infrastructure within the Highway Asset Management Plan – 3 (HAMP) which will inform the Cabinet’s recommendations to Council for the Revenue and Capital 2024/25 and Medium-Term budget setting process.

Financial Implications

72. This report presents for approval by Cabinet the updated Highway Asset Management Plan setting out the proposals for future management and investment of the highway and associated assets. It further recommends that Cabinet note the steady state and revenue investment proposals as

detailed within the plan and considers future funding levels that may be required in order to move towards this target of investment.

73. This report identifies a significant budget gap for future years between the current capital budget allocations and the investment level deemed necessary to achieve steady state, without reliance on additional Council resources. It must therefore seek to identify alternative external funding sources, actions, mitigations and efficiencies which enable the service to close the gap.
74. The Directorate must not undertake any activity approved as part of the future plan which cannot be managed within available budgets without impacting on existing maintenance obligations and minimum condition standards. Any additional funding requirements will need to be considered along with other pressures as part of the medium-term budget planning process.
75. The Directorate must ensure that at all times spend is managed within available capital and revenue resources and in accordance with relevant inspection policies. This will necessitate prioritisation of work and diversion of resources as appropriate in order to maximise resources within a cost effective and risk-based planned maintenance programme.
76. The report identifies the pressures on the service which include inflationary cost increases, customer demand, environmental conditions and increased traffic volume against a backdrop of significant ongoing repairs and investment requirements.
77. An additional £2 million capital funding was allocated for 2023/24 as part of the Capital Programme budget approved by Council in March 2023. Priorities for this funding are detailed in paragraph 22 which highlight that related spend will be directed toward the asset with the highest demand and level of deterioration.
78. It is essential that the Directorate use all means available to identify priorities for available capital and revenue budgets which meet existing commitments, reducing highway liability and risk as far as possible and which allocates resources to the areas of greatest need.
79. Alternative funding sources and efficiencies must be maximised and mitigations identified to manage the position and to further develop the medium to long term strategy.

Legal Implications

80. Legal Services have not considered the Highway Asset Management Plan document annexed to this report in detail but understand from the body of this report that it contains a number of potential schemes and initiatives. Legal advice should be obtained on each such scheme and initiative prior to being implemented to ensure the same can be achieved within legal constraints.

81. To the extent that any proposed scheme and initiative involves the procurement of works, goods or services then the Council must comply with its Contract Standing Orders and Procurement Rules and procurement legislation.
82. In addition, to the extent that any of the proposed schemes and initiatives are dependent on the making of any orders or the obtaining of any consents or the like then it will be necessary to follow the appropriate statutory processes. By way of example only if a scheme is dependent on the making of a traffic regulation order (TRO) then the outcome cannot be guaranteed as individuals have the right to object. Due and proper consideration would need to be given to any such objections in determining how to proceed.
83. The body of the report notes the Council's legal duty imposed by Section 41 of the Highways Act 1980 ("the Act") to maintain highways which are maintainable at public expense. The section itself does not specify what is the standard required of the highway authority in executing this duty. Case law has however established, that the duty to maintain a highway requires maintenance of a standard necessary to accommodate the ordinary traffic which passes or may reasonably be expected to pass along the highway. Therefore, the extent of the duty will vary according to the type of highway and the type of traffic that may normally be expected on it.
84. In addition, it should be noted that claims can be brought against a highway authority for alleged failure to maintain the highway. Section 58 of the Act provides a defence against such claims where the highway authority can be shown to have taken such care, as in all the circumstances was reasonably required to secure that the part of the highway to which the claim relates was not dangerous. It is understood that the preparation and approval of the Highway Asset Maintenance Plan will, in part, assist the Council to demonstrate the approach adopted to carry out highway inspections.

Equality and Socio-Economic Duty

85. In considering this matter, the Council must have regard to its public sector equality duties under the Equality Act 2010 (including specific Welsh public sector duties). This means the Council must give due regard to the need to (1) eliminate unlawful discrimination, (2) advance equality of opportunity and (3) foster good relations on the basis of protected characteristics. The protected characteristics are: age, gender reassignment, sex, race – including ethnic or national origin, colour or nationality, disability, pregnancy and maternity, marriage and civil partnership, sexual orientation, religion or belief – including lack of belief.
86. 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.

87. 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.

Well-Being of Future Generations (Wales) Act 2015

88. 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.
89. 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 2023-26. 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.
90. 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 using the link below:
<http://gov.wales/topics/people-and-communities/people/future-generations-act/statutory-guidance/?lang=en>

General

91. The Council has to be mindful of the Welsh Language (Wales) Measure 2011 and the Welsh Language Standards when making any policy decisions and consider the impact upon the Welsh language, the report and Equality Impact Assessment deals with all these obligations. The Council has to consider the Well-being of Future Generations (Wales) Act 2015 and how this strategy may improve the social, economic, environmental and cultural well-being of Wales.
92. Cabinet must be satisfied that the proposal is within the Policy and Budget Framework, if it is not then the matter must be referred to the Council. All decisions taken by or on behalf 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 of behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. Council 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

HR Implications

93. There are no HR implications for this report.

Property Implications

94. There are no property implications for this report.

RECOMMENDATIONS

Cabinet is recommended to:

- (1) note the current state of the Highways Asset Management Plan - 3 (HAMP) which will inform the Cabinet's recommendations to Council for the Revenue and Capital 2024/25 and Medium-Term budget setting process.
- (2) Approve the expenditure of £2Million funding within 2023/24 budget against the carriageway asset as identified in this report to limit ongoing deterioration concerns relating to carriageways.

SENIOR RESPONSIBLE OFFICER	Andrew Gregory Director Planning, Transport & Environment
	12 May 2023

The following appendices are attached:

Appendix A - Previously presented HAMP 2 (approved by Council Executive in February 2012 (Decision No. EXECM/11110 Min No. 121)

Appendix B - Highway Asset Management Plan – 3 (HAMP)

Mae'r dudalen hon yn wag yn fwriadol

Appendix A

Cardiff Council
Highway Asset Management Plan
2012 - 2015



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Document Control

Version Number/Date	Approved by Council
3.0 – February 2012	Executive Business Meeting – 16 th February 2012
Next Update Due	February 2015

Executive Summary

Context

This highway asset management plan (HAMP) is Cardiff Council's 2nd and covers the period 2012-2015. HAMP progress was last reported to the Council's Executive in December 2008. The government is encouraging councils to formalise their approach to highway asset management. This plan confirms the council's commitment to doing so.

Purpose

The HAMP will develop and formalise strategies for investment in highway assets over the plan period. It will develop affordable service standards and set out how improvements to how the highway asset is managed can be achieved, all with the aim of enabling a better value for money service to be delivered. It should be noted that the asset management plan alone will not deliver the benefits possible from improved highway asset management. **To realise these benefits a combination of data, processes, skills, resources, finance and information systems are required.** Consequently, an improvement action plan has been developed (see appendix D) which describes the activities being undertaken in order to further develop asset management planning within Cardiff.

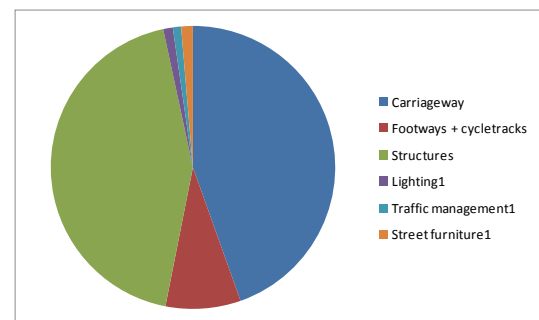
The Asset

Our highways are used by most people, most days providing critical access to services. An efficient highway asset, in an appropriate condition is the backbone of the local economy.

The asset comprises of:

- 1088km of carriageway
- 1,900km of footway
- 359 bridges
- 37,045 street lights

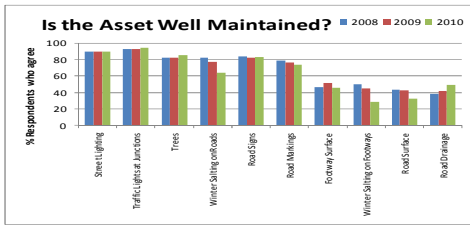
Plus various items of street furniture. It has a replacement cost valuation of £ 2.7bn



Demands

Demands on the highways continue to grow and include traffic growth that means that many roads carry levels of traffic they were not designed for and approximately 11,000 road openings each year causing disruption to travel and disturbance to the road structure. Recent harsh winters have also resulted in an increase in the number of defects and repairs and increased level of surface water ponding has been caused by more frequent and more extreme storm events.

Community Expectations



Customer surveys over the last 3 years indicate that footway and road surfaces are not felt to be as well maintained as other highway assets and that the level of satisfaction with these assets has also fallen over the last 3 years.

This information has been used together with day to day customer contact data to influence the strategies contained in this plan and in particular have lead to the commitment to increase the funding allocated to carriageways and footways.

Demands

Increasing demands on the highway asset include:

- Traffic growth; many roads carry levels of traffic they were not designed to carry
- Utility activity; >11,000 road openings per year disrupting the structure of the road
- Recent harsh winters; causing a surge of defects that needed repair
- More frequent storms; causing an increased potential for surface water ponding/flooding/erosion.

Investment Strategy

***/**Subject to Approval of Budget setting in February 2012 Council and WG Highways Funding Terms and Conditions 2012-2015 for Cardiff**

The plan is based on the following investment strategy for carriageways and footways which:

- Current baseline funding of approx £4.6 m continues through and beyond the 2012 to 2015 investment period
- A Welsh Government prudential borrowing strategy totalling £14m* will be spent on the highway network over the investment period of 2012 to 2015.
- To achieve a steady state maintenance regime additional revenue of £2.3 m** will be built between 2012-2016 to achieve a base budget of £6.9M in parallel to the 3 year investment period is deemed essential to capture the medium to long term benefit of the capital injection.
- All future budget figures are subject to rises in inflation and annual budget reports to Council. In addition, material costs (i.e. Asphalt) are sensitive to fluctuations in oil prices which must be considered.

Introduction and Asset Description

1.1 Overview

Asset management is recognised as an appropriate way of managing highway assets. The Welsh Government actively encourages councils to develop asset management plans for their highway assets. The principle is also promoted by the 2005 Code of Practice for Highway Maintenance Management "Well Maintained Highways".

This HAMP covers 2012 – 2015 and has been prepared by updating the first HAMP to take into account:

- Current financial constraints
- Recent national and regional developments in asset management
- Changes in local practice since Cardiff's first HAMP was published
- On-going CSS Wales work to develop highway asset management in Wales

1.2 Purpose

The purpose of the HAMP is to:

- Define working practices to embed asset management planning into the highway service
- Formalise strategies for investment in highway assets
- Define affordable service standards
- Improve how the highway asset is managed,
- To enable a better value for money service to be delivered

1.3 Links to Other Plans

The linkage between the HAMP and other Council plans/ strategy documents is shown below:

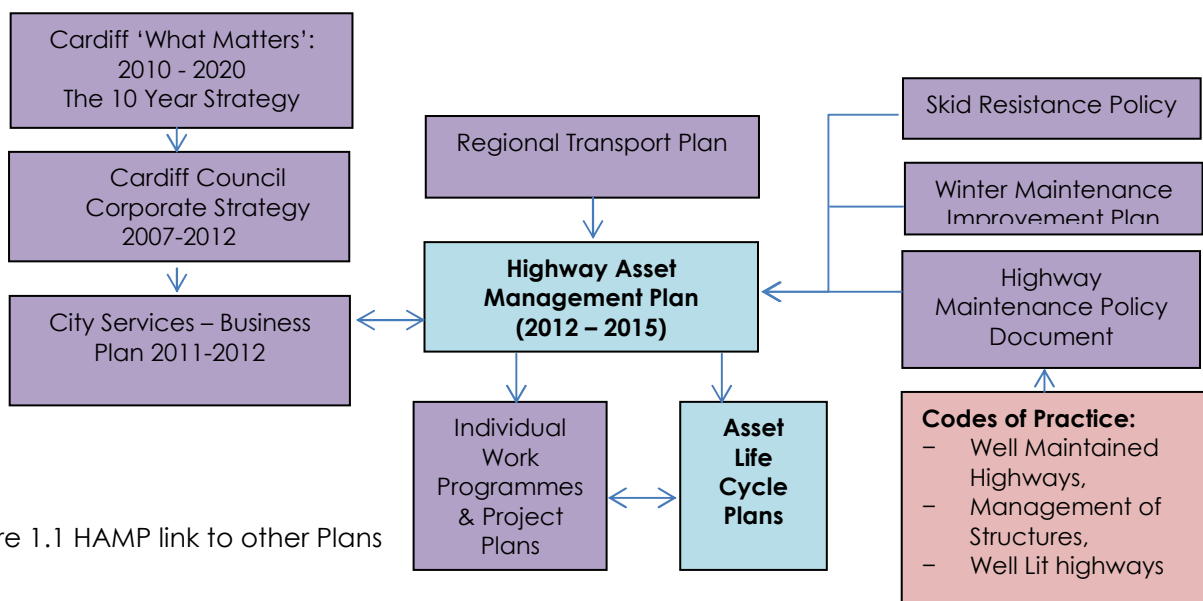


Figure 1.1 HAMP link to other Plans

1.4 Development of Life Cycle Plans

A lifecycle plan (LCP) will be created for each major asset group documenting how the asset group is managed. It provides a definition of the standards that are applied to the asset group in question and details the processes that are used to ensure that the standards are delivered. Production and updating of the lifecycle plans also captures local knowledge of key staff. Life cycle plans will be developed for major asset groups in 2012/13

1.5 Asset Description

A comprehensive asset data collection exercise has been undertaken in order to understand the composition of the highway asset, results of which can be seen below. This information will be used to inform the lifecycle planning process discussed above.

Asset Group	Element	Quantity	Data Confidence	To be Included in;
Carriageway	Including lay-bys, bus lanes etc.	1,088 km	Medium	C/way LCP
Footway	Adjacent to carriageway	1,900 km	Low	F/way LCP
Footpath	Remote from c/way (surfaced ROWs)	200 km	Low	
Cycleway	On c/ways; shared with f/ways; remote from c/ways	103 km	Medium	
Structures	Bridge	359 No	Medium	Structures LCP
	Footbridge	23 No	Medium	
	Culvert > 0.9m < 1.5m	1,604 m	High	
	Retaining Wall	5122m	Low	
	Underpass / Subway	1,028m	High	
Street Lighting	Lighting columns	37,045	Medium	Lighting LCP
	Illuminated Signs and Posts	5,083 No	Medium	
	Illuminated Bollards	437	Medium	
Traffic Signals	Signalised junctions – <i>under City Management control</i>	196	High	Traffic Signal LCP
	Signalised pedestrian crossings – <i>under City Management control</i>	115	High	
Safety Fences	Vehicle safety fences	68,000 m	Medium	Street Furniture LCP
Non illuminated Signs	Warning, Regulatory and local direction/information signs/posts	23,000 No	Medium	Signs & Road Markings LCP
Drainage	Gullies, piped drains, watercourses, roadside ditches, swales, etc.	Gullies TBA - Remainder unknown	Low	Drainage LCP
Traffic Calming	Including Tables, Humps, Chicanes etc.	TBA	TBA	TBA
Road Marking	All road markings	900 km	Medium	Signs & Road Markings LCP
Verges and Planted Areas	Verges, soft landscaped areas – <i>under Parks Services control</i>	TBA	TBA	TBA
Rights of Way	Public Rights of Way	180km	Medium	Rights of

Asset Group	Element	Quantity	Data Confidence	To be Included in;
				Way LCP
Street Furniture	Bollards	22,000 No	Medium	Street Furniture LCP
	Pedestrian Guardrail	20,000 m	Medium	
	Street Name Plates	8,815 No	Medium	
	Bins – <i>under Waste Management control</i>	3,000 No	Low	
	Trees – <i>under Parks Services control</i>	12,000 No	Medium	
	Grit bins	400	Medium	
	Cattle grids	3	Medium	
	Seating	411 No	Low	
	Weather Stations	7 No	High	
	Bus Shelters – <i>under City Management control</i>	1,419 No	Medium	

The level of data confidence represents a combination of 'extent', the amount of data available and the 'accuracy' of that data. Appendix D show the actions planned to improve asset data

1.6 Assets Not Covered by this Plan

Highway related assets that the Highways Maintenance Service does not maintain and are the responsibility of other council departments and are not covered in this HAMP are as follows:

- Council Car parks
- Footways and footpaths in council housing estates

1.7 Asset Management Responsibilities

The table below illustrates how the ongoing development and implementation of this plan (HAMP) is the responsibility of a number of individuals within the Council. It is important to remember that the integration of Asset Management principles into the day to day running of service will be a key measure of success. As discussed earlier a significant factor in achieving this will be the development of lifecycle planning in all asset groups.

HAMP Area	Main Council Position(s) Responsible
HAMP Document Approval	<ul style="list-style-type: none"> - Council's Executive - Elected Member (portfolio holder) responsible for Highways - Chief Officer City Services
HAMP implementation and practice improvements	<ul style="list-style-type: none"> - Chief Officer City Services - Asset Manager (Highways)

	- Operational Managers (Highways)
HAMP document updating and reporting	- Asset Manager (Highways)
Finance and Valuation	- Asset Manager (Highways) - Council Finance Section - Asset Owners (all)
HAMP Data	- Asset Manager (Highways) - Asset Owners (all) - Highways UKPMS / data section - Council GIS section
HAMP Risk	- Asset Manager (Highways) - Asset Owners (all) - Councils Corp Risk section
Carriageway lifecycle plan	- Asset Owner – Carriageways
Footway lifecycle plan	- Asset Owner – Footways
Street lighting lifecycle plan	- Asset Owner – Street Lighting
Structures lifecycle plan	- Asset Owner – Highway Structures
Traffic signals lifecycle plan	- Asset Owner – Traffic Signals
Street furniture lifecycle plan	- Asset Owner – Street Furniture
Signs & Road Markings lifecycle plan	- Asset Owner - Signs & Road Markings
Drainage lifecycle plan	- Asset Owner - Drainage
Rights of Way lifecycle plan	- Asset Owner – Rights of Way

1.8 Council Strategic and HAMP Objectives:

The Council's current objectives for the highway asset as outlined in the corporate plans noted above have been summarised in the figure below:

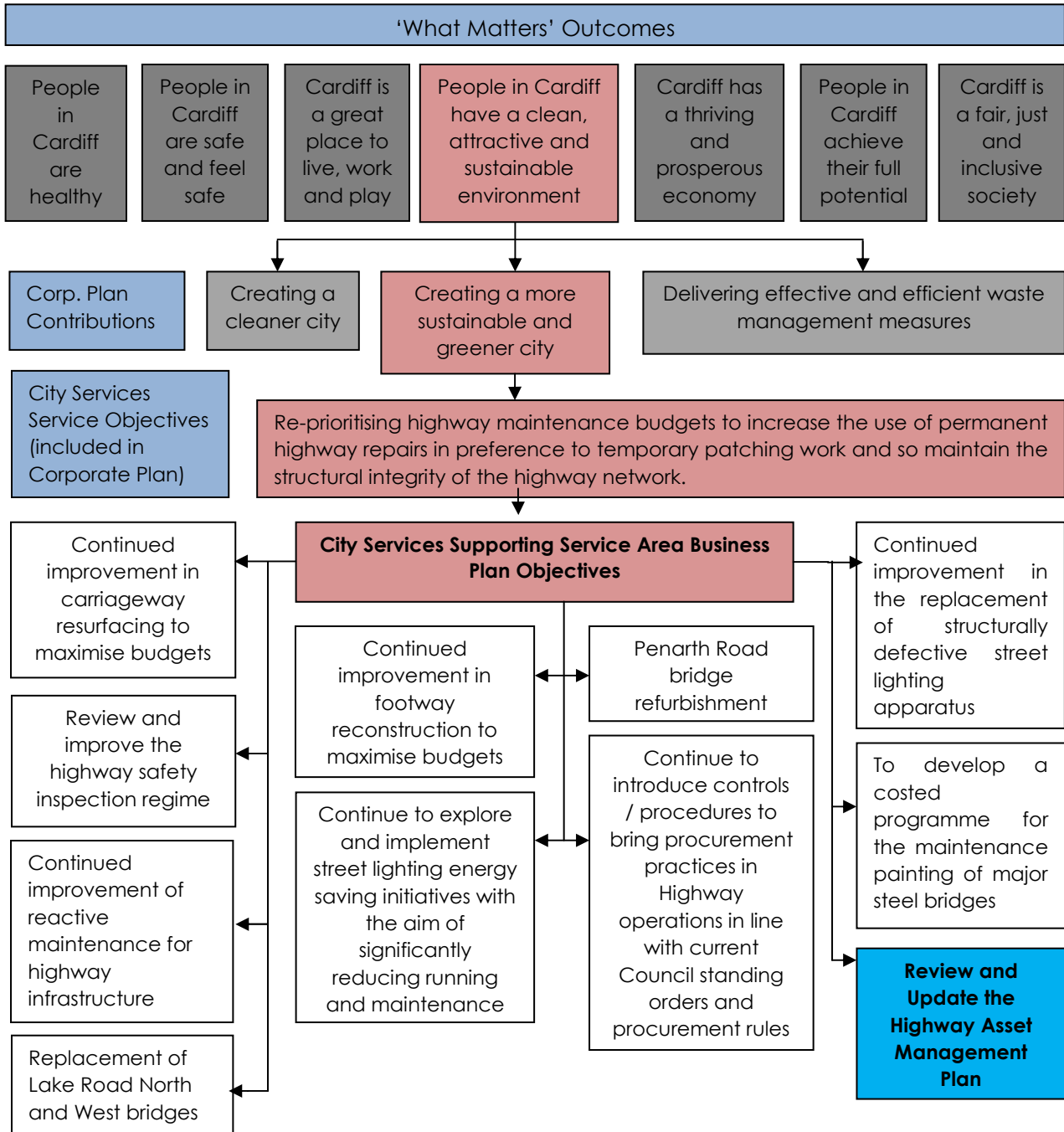


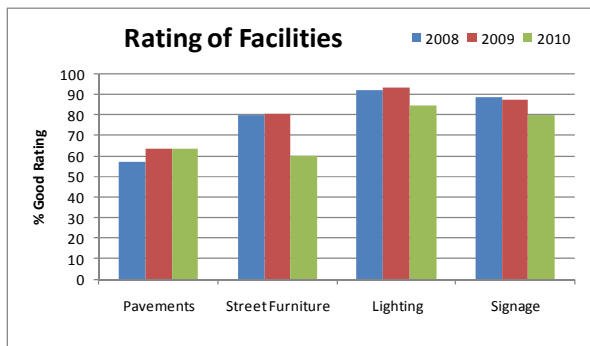
Figure 1.2 Council Objectives for the Highway Asset

2. Community Requirements

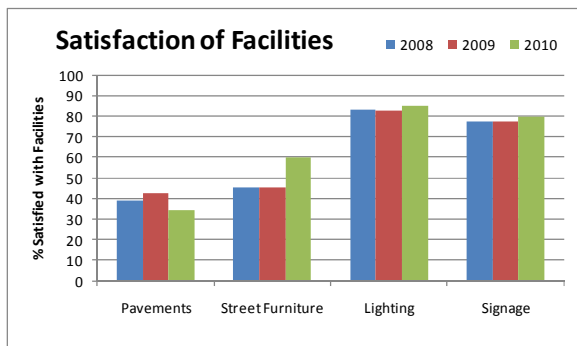
A range of information is used to identify community requirements for the highway asset including customer surveys, member feedback and data from customer contacts.

2.1 Customer Consultation

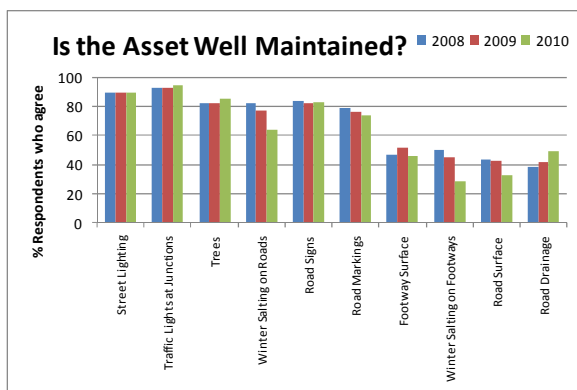
An annual customer consultation, The 'Ask Cardiff' survey, is used to obtain information on the level of satisfaction with highway assets. The survey uses a large and representative sample of residents with the results then extrapolated to represent the whole population. The survey has been completed annually since 2008. The questions are the same each year which allows comparisons to be made over time. Relevant results for 2008 to 2010 are shown below.



Rating given to pavement lags behind the other asset types.



Satisfaction with pavements is comparatively low and has decreased over the last 3 years.



Opinion on if the asset is well maintained shows a comparatively low level of satisfaction with footway and road surfaces.

Overall the results indicate that the pavements are a source of dissatisfaction for many users.

2.2 Customer Contact

A summary of contacts received by the Council in relation to its highways is shown below:

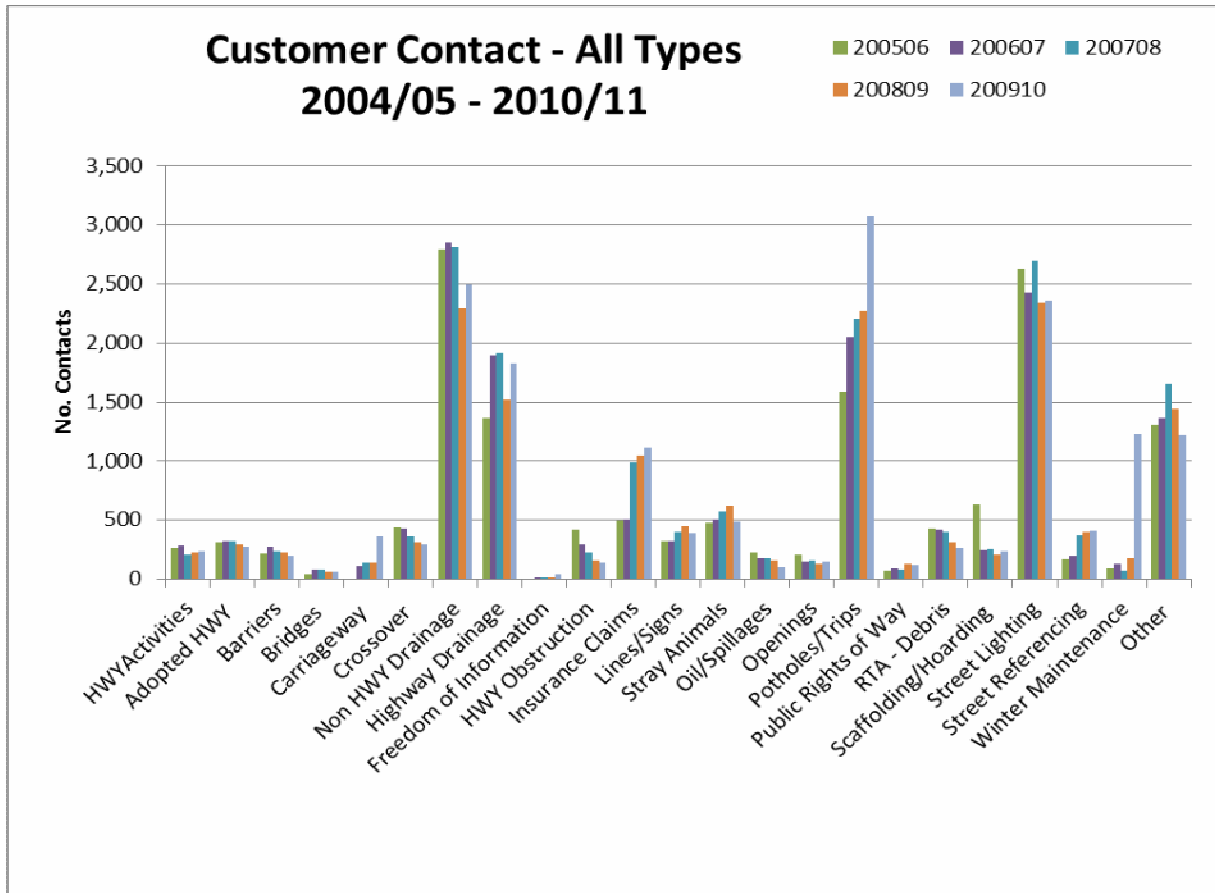


Figure 3.4: C2C Output for Highway Service

“Other” includes community alarms, weather warnings, general correspondence, and out of hour’s calls passed onto other service areas.

A significant amount of customer contact is generated in respect of drainage, potholes and trips and street lighting. The number of contacts regarding potholes and trips has increased markedly over the last 4 years.

In addition to the figures illustrated above, the Council processes over 10,000 RASWA notices per annum (notices for organisation wishing to undertake works on the highway) and more than 5,000 applications for skips and containers.

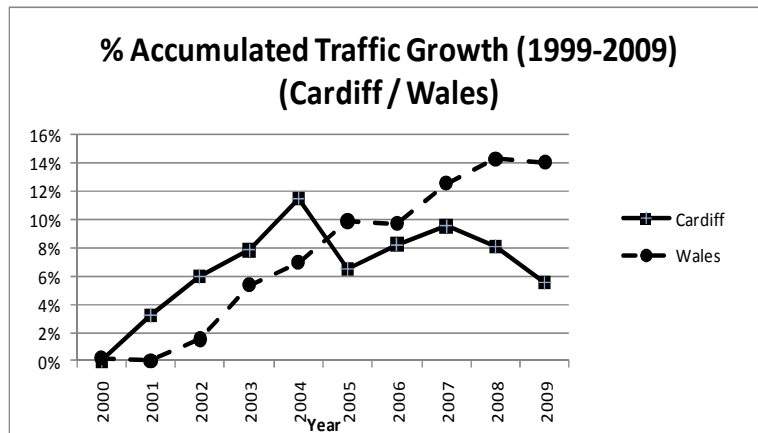
3. Future Demands

3.1 Asset Growth

New assets continue to be added creating an additional need for maintenance and management. The asset is growing marginally year on year due to the adoption of additional

roads into the network and through improvement activities such as the development of traffic safety schemes and bus lanes etc. Over the last 6 years the asset has grown by 2.1km (0.2%).

3.2 Traffic Growth and Composition



Traffic on the network has grown over the last 10 years as illustrated here.

Traffic growth has meant that a number of roads are now carrying levels of traffic that they were not designed to carry. This creates an increasing need for maintenance.

Figure 4.1: % Accumulated Traffic Growth (1999-2009)

<http://www.dft.gov.uk/pgr/statistics/datatablespublications/roads/traffic/annual-volm/tra8903.xls>

In addition to growth in traffic volumes some specific routes, for example Rover Way, have experienced very significant growth in use by heavy vehicles accelerating the rate of deterioration. It is proposed that future updates of this plan will illustrate these routes separately and identify the plans that should be made to ensure that they can be maintained in a serviceable state.

3.3 Utility Activity

The network experiences a high level of statutory undertaker /utility company activity. Over the last three years approx. 40,000 utility sites have been opened across the authority. The openings typically involve trenching underground services under the carriageway, footway or verge and can have an adverse effect on the structural and surface condition of the assets affected, even when the utility has reinstated the surface to the required standard.

Whilst data is held on the openings it is not in a format currently that allows ready identification of the number and size of openings on each section of the asset. It is thus difficult to confirm whether asset condition has deteriorated significantly due to the extent of openings and whether consideration of this affect should influence future programming and investment strategies. It is believed from observation, reinstatement concerns that the level of utility activity is an influence upon the condition of the road network and in particular upon customer perception.

3.4 Climate Change

Recent years has seen an increased number of more extreme weather events. The result has been an increased incidence and severity of surface water ponding and flooding. Drainage related customer contacts as shown in section 3 are significant (> 1,500 pa) and are increasing. Future updates of this plan will provide detail on how these risks are being addressed and what actions are required in terms of the maintenance of highway drainage assets in particular.

As a result of the Flood & Water Management Act 2010, Cardiff Council is identified as a Lead Local Flood Authority. This means the Council must produce a Local Flood Management Strategy in 2012/13. The outcomes of this strategy will input into the preparation of the life Cycle Plans which will be prepared for this HAMP.

4. Investment Strategies

The production of Lifecycle Plans for each major asset groups will provide management information that is necessary to develop investment strategies for each group. An outline investment strategy for the carriageway and footway assets is enclosed in Appendices C and D respectively. Additional Appendices will be added to this HAMP (Appendices E onwards) as the various Life Cycle Plans and associated investment strategies are prepared.

5. Levels of Service

The production of Lifecycle Plans for each major asset groups will provide management information that is necessary to develop levels of service for each group. This information will be included in the relevant Life Cycle Plan for each asset group.

6. Financial Summary

6.1 Asset Valuation

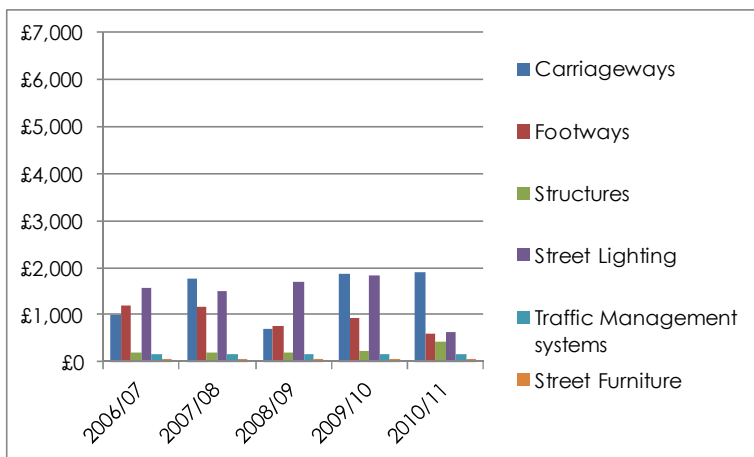
As at September 2011 the highway asset in Cardiff Council is valued as follows:

Cardiff Council Highway Asset Valuation (Estimated) as at: September 2011			
Asset Type	Gross Replacement Cost (GRC) (£000's)	Depreciated Replacement Cost (DRC) (£000's)	Annualised Depreciation (AD)
Carriageways	£1,201,898	£1,108,080	Not currently available*
Footways & Cycleways	£230,530	£135,975	
Structures	£1,173,983	Not currently available*	
Street Lighting	£42,404	£23,253	
Traffic Signals	£25,000	Not currently available*	
Street Furniture	£36,184	£17,684	
Total	£2,709,999	£ 1,284,992	

(*NB full highway asset valuation (first dry-run) not required until 2011/12 financial year)

Future updates of this plan will include a prediction of the affect on the value of the asset of the investment planned.

6.2 Historical Expenditure



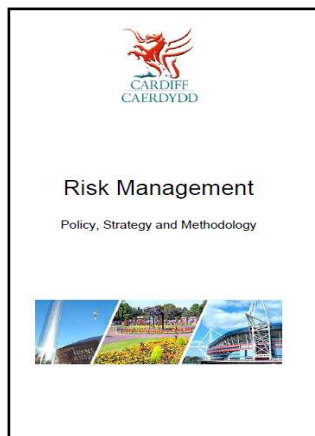
The historical expenditure invested in the highway asset over the last five years is shown by asset type.

Costs shown in £000's

7. Risk Management

7.1 Corporate Risk Management Strategy

Managing risk is an integral part of the management of the highway asset. All activities from the identification and repair of defects to the prioritisation of maintenance and the establishment of budgets have risks associated with them.



The application of risk management to all of the council's activities is an objective of the council, documented in "Cardiff Council's Risk Management - Policy, Strategy and Methodology".

The general risk management process adopted by CC in this document is based on the risk management cycle of:

- Risk Identification
- Risk Analysis
- Risk Control
- Risk Monitoring

7.2 Highway Asset Risk Management (HARMM)

To implement the council's risk management methodology across its highway asset, the Highways Maintenance Service is developing a set of procedures contained in a highway asset risk management manual (HARMM). Hazard identification and control is a key procedure included in the HARMM. This lead to the creation of a set of asset specific hazard registers, which are still in a draft development stage and require further review and eventually adoption by the council.

8. Asset Management Planning

Asset management planning for highways in Cardiff will comprise the following:

8.1 Lifecycle Plans

As discussed earlier, a Lifecycle Plan (LCP) will be created for each major asset group documenting how the asset group is managed. Appendix A shows the contents required for each LCP. As identified earlier, LCP's for each of the major highway assets will be developed in 2012/13. It should be noted that this approach is followed in order to embed asset management principles into the day to day management of the service.

8.2 Annual Status Reports

In order to document progress and understand HAMP developments an annual status report will be prepared for each asset group. The report will detail what has been spent on the asset in the preceding year and what it has achieved. Where targets have been set statistics will be provided detailing actual performance against the targets for the year. The reports will include a suite of performance indicators developed by the County Surveyors Society (Wales) (CSS).

8.3 Investment Options Report

The status reports, together with other relevant data, will be used to update predictions of long term condition. They will be used to present the options available for the future to inform decisions on how much should be invested should be made in each asset type and what service standards can be afforded. The investment options report will be available to assist with the annual budget setting process.

8.4 Investment Strategies and Annual Programmes of Works

When the Council approves each annual budget for the year, the investment strategies in the HAMP will be updated. Programmes of works are developed to support the strategies and subsequently delivered.

8.5 Improving Value for Money

An improvement action programme will be compiled each year identifying where improvements to practices could enable better value to be delivered. Each will be supported with a business case.

8.6 Developing Asset Management Capability

The asset management plan alone will not deliver the benefits possible from improved highway asset management. To realise these benefits a combination of data, processes, skills, resources, finance and information systems are required. Collectively these are the Council's capability in the application of highway asset management as a practice. As discussed in 8.1 above, the development of Life Cycle Plans will provide a key component that will embed Asset Management Principles as business as usual within the service.

As part of a national project organised by CSS Wales, to aid councils to develop and improve their asset management planning capabilities a practice assessment was undertaken (in early 2011). The results show that the Council has strong practices and capabilities in some areas but there is a need to improve asset data, utilisation of asset management systems, ICT data management systems, mobile technology and financial cost recording, analysis and reporting.

The practice assessment results have been used to inform the specific improvement actions included in the improvement action plan included in the appendices. The delivery of these actions is an essential component of this plan.

9. Management & Control of the Plan

9.1 Review and Update

It is anticipated that the review and updating cycles for each part of the plan will be as follows:

- a. This HAMP will cover the period 2012 – 2015. The initial plan will be updated annually for the first 3 years after which the plans will be developed to an extent that the updating frequency may be reviewed and potential extended to a 3 year cycle.
- b. The Appendices which will hold the major asset lifecycle plans will be “living” documents. They will be updated as their contents demand them to be changed. This will typically be annually, quarterly or monthly. Updating will be linked to the management processes introduced to manage the implementation of the plan.
- c. Improvement Action / Implementation Plan: it is anticipated that the implementation plan will have a duration that mirrors the implementation plan i.e. it will contain proposals that will target the embedding of highway asset management practice within Cardiff Council. The requirements of the Improvement Plan are set out in Appendix B.

Appendix A: Lifecycle Plan Contents

Lifecycle plans are living documents, updated as information is gathered and analysed for each asset group. A fully populated LCP will contain the following information:

Section	Answers	Contains
The Asset	What assets do the council own?	<ul style="list-style-type: none"> • Inventory details (type size, etc.) • Asset growth statistics
Service Expectations	What is each asset group required to do?	<ul style="list-style-type: none"> • Customer expectations • Council objectives • Safety considerations, • Specific user requirements • Environmental, Network availability and Amenity considerations
Management Practices	How is this asset group managed?	<ul style="list-style-type: none"> • Policies • Inspection / Condition Assessment • Standards for Reactive; Routine; Cyclic and Planned Maintenance • Details for Asset Acquisition / Disposal
Investment	How much should be and is spent on this asset group?	<ul style="list-style-type: none"> • Historical Investment and output • Forecast Financial Needs • Valuation: GRC, DRC & ADC
Works Programme	How are works programmed for this asset group?	<ul style="list-style-type: none"> • Existing forward works programmes (FWP) and coordination • Option appraisal / treatment selection at a project and budget cat level
Risk	What are the risks associated with this asset group?	<ul style="list-style-type: none"> • Risk identification, assessment, recording and reporting • Summary of Major asset risks
Works and Service Delivery	How are works delivered or procured on this asset group?	
Performance Measurement	How is the performance of this asset group measured and managed?	<ul style="list-style-type: none"> • Performance indicators • Current performance figures • Target performance figures
Strategies	What strategies are there for the future management of this asset group?	
Service Improvement actions	What would improve the council's management of this asset group?	<ul style="list-style-type: none"> • Asset specific improvement actions

Appendix B: - Improvement Action Plan

An Improvement Action Plan (IAP) has been created to support this plan and is summarised below:

HAMP Section	IAP Ref	Improvement Action	Target Date	Responsibility
Future Demands	1.0	Better recording of utility openings requested, specifically; location (geo ref); asset affected and extent of works	Ongoing	City Management SA
	1.1	Inspection and Enforcement of utility and contracted works opening reinstatements for all works to improve control and standards reducing demand long term	April 2012	Asset Owner
AM Planning	2.1	Data; Collection of footway condition, (& other supporting) data and confirmation of surface type. Asset owners must utilise and develop recent "Yotta" asset survey data	April 2013	AG & Asset Owners
	2.2	People: Asset Owners and teams to embrace asset management principles through the lifecycle planning process	Ongoing complete by April 2013	Asset Owners
	2.3	Process; Current weakness are financial management: <ul style="list-style-type: none"> - Funding allocation between asset groups - Financial option appraisal - Prediction of long term funding needs 	Start April 2012 & Complete by April 2013	AG/NB & Asset Owners
	2.4	Information Systems: Under-utilisation of the council's AM systems for works prioritisation and financial reporting. Some current limitations in Mayrise software which must be addressed and developed	Start April 2012 & Complete by April 2013	AG/NB & Asset Owners
	2.5	Financial Practices: <ul style="list-style-type: none"> - Cost recording/reporting at an asset level - Analysis undertaken of historical cost by work categories/types - Unit costs being benchmarked against peer authorities 	Start April 2012 & Complete by April 2013	AG/NB & Asset Owners
Levels of Service	3	Review and update asset performance indicator list and define service standards and targets for all main asset groups	Start April 2012 & Complete by April 2013	AG/NB & Asset Owners

Finance	4	Complete full DRC asset valuation for key highway assets during 2011/12	April 2013	AG & Asset Owners
Risk	5	Review, update and adopt asset hazard registers through HARMM. Highlight and report on key asset risks	Follows completion of Life Cycle Plans	AG
Asset Investment Options Report	6	Improve the recording and analysis of highway defects and reactive maintenance costs, specifically in regard to location (geo ref) and asset(s) affected. Similarly for 3 rd party claims and cost data	Start April 2012 & Complete by April 2013	AG/NB & Asset Owners
C/way LCP	7.1	Development of the carriageway LCP	Ongoing Complete by April 2013	Asset Owners
F/way LCP	7.2	Development of the footway LCP	Ongoing Complete by April 2013	Asset Owners
Lighting LCP	7.3	Development of the street lighting LCP	Ongoing Complete by April 2013	Asset Owners
Structures LCP	7.4	Development of the structures LCP	Ongoing Complete by April 2013	Asset Owners
Street Furniture LCP	7.5	Development of the street furniture LCP	Ongoing Complete by April 2013	Asset Owners
Traffic Signs and Road Markings LCP	7.6	Development of the street traffic signs and road markings LCP	Ongoing Complete by April 2013	Asset Owners
Drainage LCP	7.7	Development of the drainage LCP	Ongoing Complete by April 2013	Asset Owners
Rights of Way LCP	7.8	Update and integration of the rights of way LCP into the HAMP	Ongoing Complete by April 2013	Asset Owners

Appendix C: - Carriageway Proposals (to be replaced with Carriageway Lifecycle Plan in future)

A revised approach to the identification of priority carriageway schemes for investment has been developed for the 2012/13 carriageway reconstruction programme. It has been based on the following principles:

The Survey Process

The selection of areas of carriageway to be included in the capital reconstruction programme for 2012-13 is based on the following survey methods:

- Annual Engineering Inspection (AEI)
- Detailed Visual Inspection (DVI)
- SCANNER survey

Generating a Priority List

As discussed above the survey data from both DVI and SCANNER are input into the MARCHpms system and the resulting processed data forms the basis of the capital reconstruction priority list. However, other considerations are taken into account in the final preparation of the list, these include:

- Observations from the Council's safety inspectors
- Public considerations including complaints and requests
- Member considerations – it is anticipated that members will be asked to put forward 5 streets that they or their constituents consider to be in poor repair and should be included in the DVI survey annually. These streets will be surveyed and inform the decision making process. However, inclusion in the priority list will still be based on overall rank order of condition.
- Skid resistance information (with consideration of accident data)
- Cycle network considerations

The above further inform the selection process which will generate the priority list. However, before completion, the areas identified for reconstruction will undergo an inspection by maintenance engineers to ensure the list is consistent and robust.

Carriageway and Footway Total Investment Options

Carriageway & Footway Combined Model (16.02.12)

The model is predicated on WG delivering funding to deliver short-term highways gains

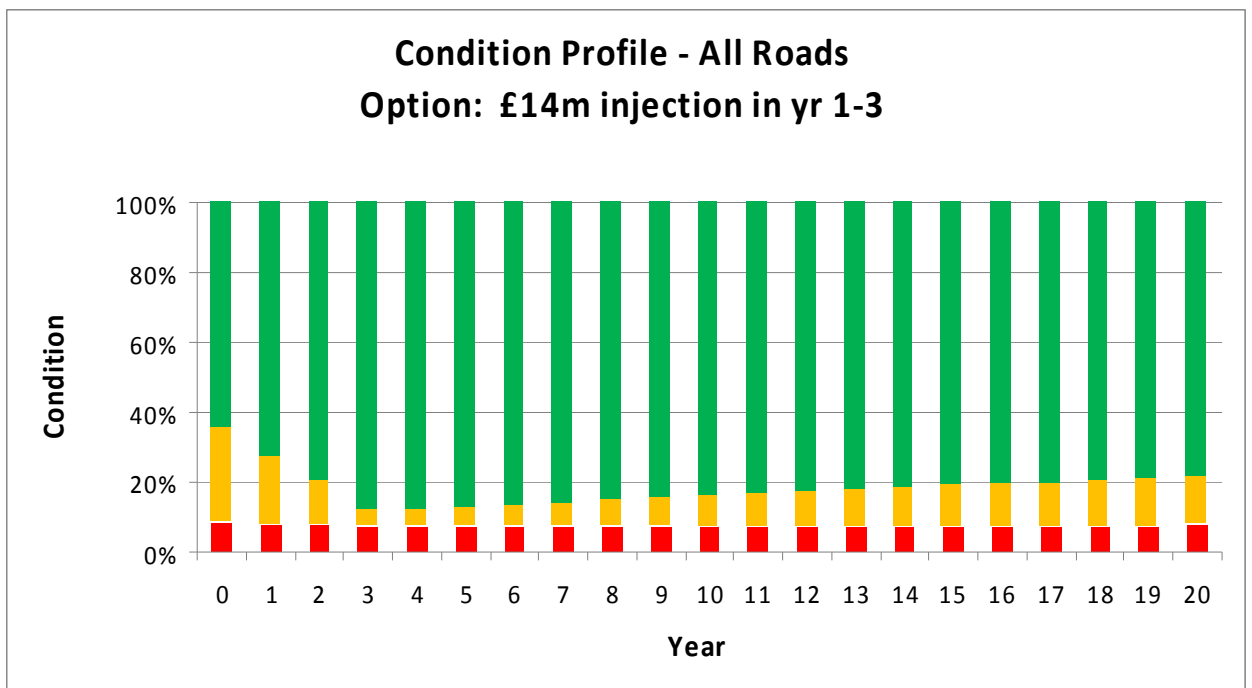
	2012/13	2013/14	2014/15	2015/16	2016/17
	£000	£000	£000	£000	£000
revenue base	2990	2990	2990	2990	2990
1 insurance assumed	250	250	250	250	250
2 environmental improvements	100	100	100	100	100
2 capital base	1260	1260	1260	1260	1260
Total base	4600	4600	4600	4600	4600
highways steady state	1200	1200	1200	1200	1200
footways steady state	1100	1100	1100	1100	1100
3 steady state target	6900	6900	6900	6900	6900
4 additional capital				750	750
5 extra revenue 12/13	400	400	400	400	400
5 extra revenue 13/14		450	450	450	450
5 extra revenue 14/15			400	400	400
5 extra revenue 15/16				200	200
5 extra revenue 16/17					100
investment	400	850	1250	2200	2300
resources available (total base + investment)	5000	5450	5850	6800	6900
6 WG Supported borrowing	4000	5000	5000		
7 Total Investment	9000	10450	10850	6800	6900

(Draft Subject
to approval)

(Draft
Subject
to approval)

Predicted Carriageway Condition

The graph below illustrates how the condition of the carriageway is predicted to change following the investment strategy identified above **without** the additional funding required to achieve a 'steady state' condition. The red areas indicate the estimated percentage of highways in worst condition with yellow showing the estimated percentage of highways requiring some maintenance. However, **with** the additional funding (£662k) provided to maintain a steady state from year 4 onwards, instead of the amount of carriageway requiring maintenance rising (i.e. the areas of red and yellow), it is predicted the levels as shown for year 3 will be maintained.



Carriageway Levels of Service

This information will be fully populated in future revisions following the development of the lifecycle plans in 2012/13.

Carriageways		Actual 2010/11	Target 2011/12
Completion of Cat 1 defects within specified response time: - A Roads : 24 hours - B & C Roads : 24 hours - U Roads : 24 hours		95.36%	95%
Completion of Cat 2 defects within specified response time of 21 days:		48.13%	75%
Measured Condition			
Principal - A Class Roads	Red	9.18%	TBA
	Amber	TBA	TBA
Non Principal B Class Roads	Red	14.98%	TBA
	Amber	TBA	TBA
Non Principal C Class Roads	Red	14.98%	TBA
	Amber	TBA	TBA
Unclassified Roads	Red	NA	TBA
	Amber	NA	TBA

Appendix D: -Footway Proposals (to be replaced with Footway Lifecycle Plan in future)

It is proposed that a revised approach to the identification of priority footway schemes for investment, will be developed during 2012/13 in order to inform the 2013/14 footway reconstruction programme. It will be based on the principles already adopted for the generation of the carriageway programme. i.e. a coarse evaluation of condition will be undertaken on the entire footway network in order to identify those areas in the poorest condition that will receive a more time consuming detailed inspection from which a investment priority list can be generated.

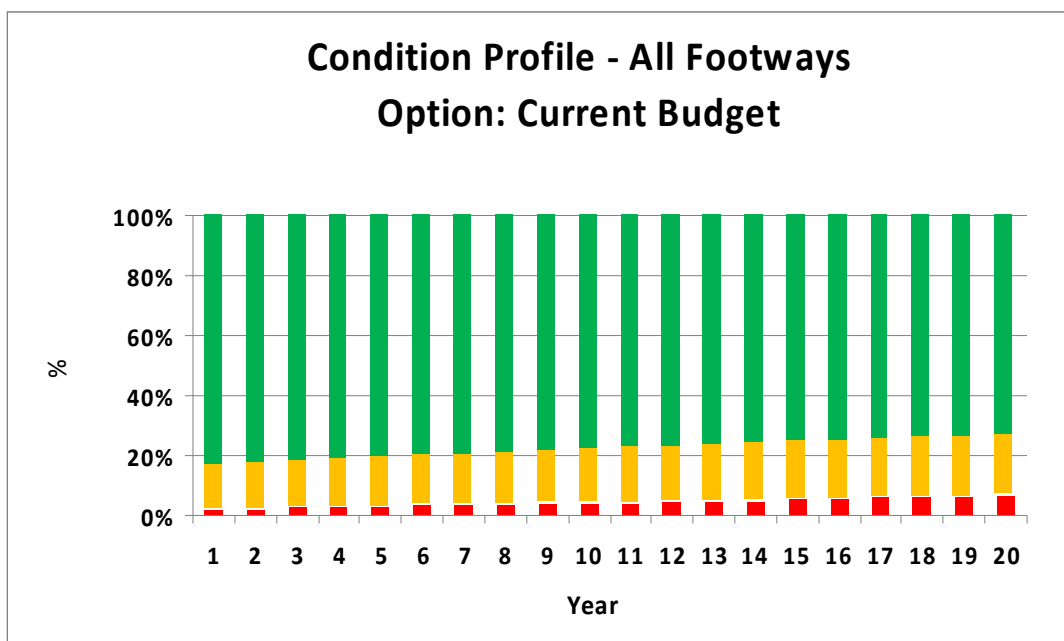
The current process of scheme identification relies on local knowledge, engineering judgement and records from footway safety inspections and the associated repair work.

Proposed Footway Investment

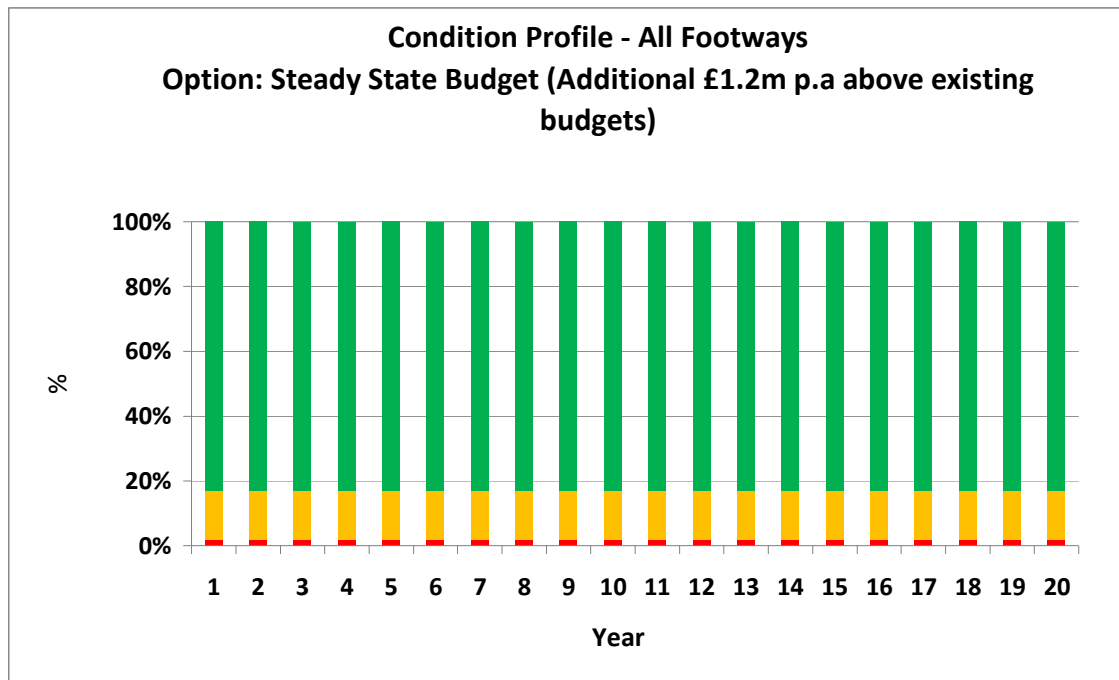
The funding for investment in the footway is included within Appendix C. The apportionment between highway and footway investment needs to be confirmed.

Predicted Footway Condition

The graph below illustrates how the condition of the Footway will steadily deteriorate if existing funding levels are maintained. The red areas indicate the estimated percentage of highways in worst condition with yellow showing the estimated percentage of highways requiring some maintenance.



The graph below illustrates how the condition of the carriageway will react to a steady state maintenance regime. It can be seen, as expected, the condition of all 3 bands remains the same neither improving nor deteriorating. The value of this additional investment is estimated at £1.2m .



Footway Levels of Service

This information will be fully populated in future revisions following the development of the lifecycle plans in 2012/13.

Footways		Actual 2010/11	Target 2011/12
Completion of Cat 1 defects within specified response time:		97.27%	95%
Completion of Cat 2 defects within specified response time of 21 days		48.13%	75%
Footway Measured Condition	Red	NA	NA
	Amber	NA	NA

Appendix E onwards: -

(To contain Lifecycle Plans for all major asset groups that will be developed in 2012/13)

These asset groups include:

- Street lighting
- Highway Structures
- Street Furniture
- Traffic Signs and Road markings
- Drainage
- Public Rights of Way

Mae'r dudalen hon yn wag yn fwriadol

Appendix B

Cardiff Council

HAMP-3

Highway Asset Management Plan

2023-2026



DRAFT

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Document Control

Version Number	DRAFT – v0.22
Date	18 th May 2023
Council Approval Level	Cabinet Meeting
Next Update Due	2026

Revision	Status	Description	Date	Author	Approved
0.15	DRAFT	General Amendments	16.12.22	A.G.	G.B.
0.16	DRAFT	General Amendments	21.12.22	A.G.	-
0.17	DRAFT	General Amendments	10.02.23	A.G.	G.B.
0.18	DRAFT	Submitted to Corp. Finance for Comment	21.02.23	A.G.	-
0.19	DRAFT	General Amendments	01.03.23	A.G.	-
0.20	DRAFT	Management of Drainage Info Updated	27.03.23	A.G.	G.B.
0.21	DRAFT	Management of Street Lighting & ITS Info Updated	29.03.23	A.G.	G.B.
0.22	DRAFT	Submitted with Cabinet Report for Advice	03.04.23	A.G.	G.B.
0.23	DRAFT	General Amendments	17.04.23	A.G.	-

1. Foreword

This is Cardiff Council's third Highway Asset Management Plan (HAMP) and sets out the council's plans for the management of the Carriageway, Drainage, Footway, Intelligent Transport Systems, Street Furniture & Road Markings, Street Lighting and Structures Highway Assets. It has been produced in accordance with national guidance and recommended good practices.

It is widely recognised that the application of modern asset management practices can enable improved value for money. In these challenging times it is essential that the council embraces these methods and strives to ensure that every penny spent is invested as wisely as possible. This plan forms an important part of the council's commitment to apply good asset management to highway infrastructure.

The plan recognises the views of road users and residents and in particular the importance that is placed upon our Highway Assets. It is essential that an appropriate level of investment is put into the highway asset to maintain and ultimately improve one of the main principles of the council, that of the economic wellbeing of the locality and future generations.

REQUIRES INPUT / APPROVAL FROM CLLR De'Ath

Councillor Signature

Councillor Dan De'Ath

Cabinet Member for Transport & Strategic Planning



1.1 Executive Summary

This HAMP sets out the council's proposals for the management of and investment in the Carriageway, Drainage, Footway, Street Furniture & Road Markings, Street Lighting, Intelligent Transport Systems and Structures Highway Assets and is designed to ensure that highways funding is used in the most efficient and cost-effective way.

Cardiff Council has a successful record of managing the highly complex highway asset. Recent years have presented significant challenges in terms of maintaining a multibillion-pound asset in the context of, significantly constrained Capital and Revenue budgets, the covid lockdown and recovery, and rising costs. Nonetheless, the Council has a track record of not just maintaining the asset but also delivering significant innovation, such as the ongoing LED Street lighting rollout and delivering Wales's first Carbon Neutral road surfacing scheme on 1.2km of the A470 Northern Avenue in 2022. In this context, the aim of this strategy is to develop a foundation for taking forward a robust risk-based approach to highway asset management that also begins to address in a meaningful way the wider issues of climate emergency, economic growth, and transport sustainability.

This plan is based upon the choices made by the Council in terms of the level of investment in the highway asset, what that investment will be directed at and the service standards that the users can expect. The highway asset has a replacement cost with a modern equivalent estimated at approximately **£2.37bn** (see section 4.2 based on pre inflationary values) is the Council's most valuable financial asset and comprises of:

- o Carriageways
- o Drainage
- o Footways
- o Street furniture (bollards, traffic signs, barriers etc.) and Road Markings
- o Street lighting
- o Structures
- o Intelligent Transport Systems (traffic signals etc.)

The purpose of the HAMP is to:

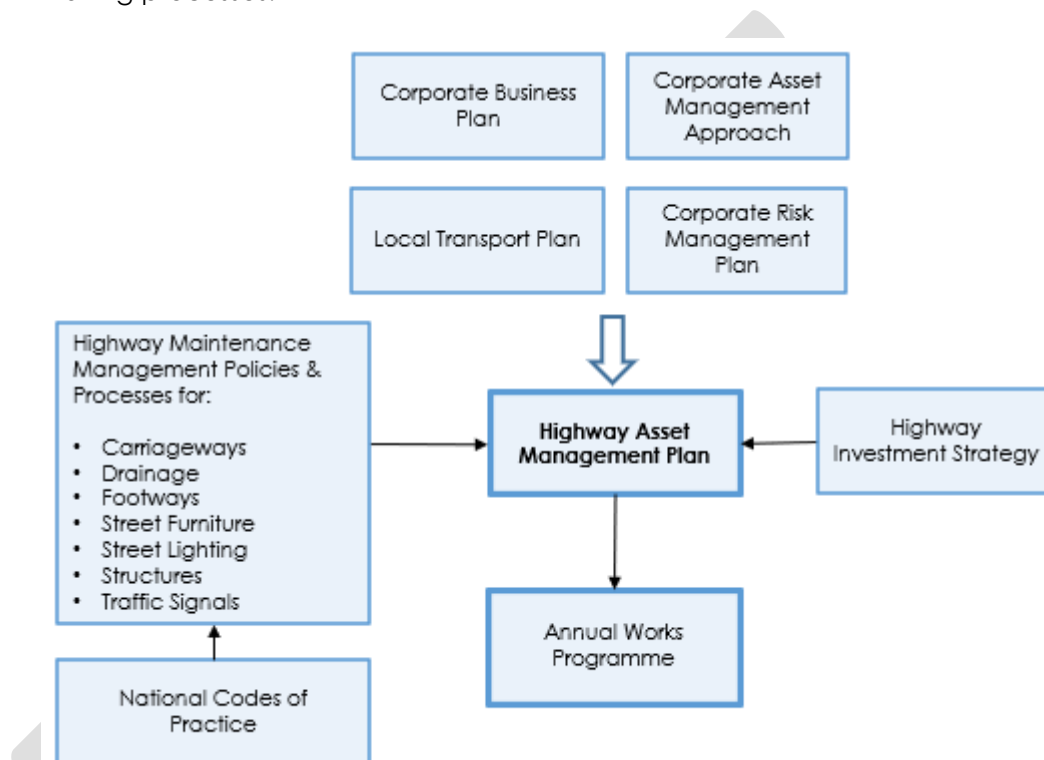
- **Formalise strategies for investment in Highway asset groups.**
- **Define service standards.**
- **Improve how the Highway asset is managed.**
- **Ensure the most efficient service is delivered within available resources.**

2. Introduction

The HAMP links to many Council processes and corporate aspirations along with national legislation, it seeks to respond to both adopting a risk-based approach to maintenance management.

2.1 HAMP's Relationship to Other Council Processes

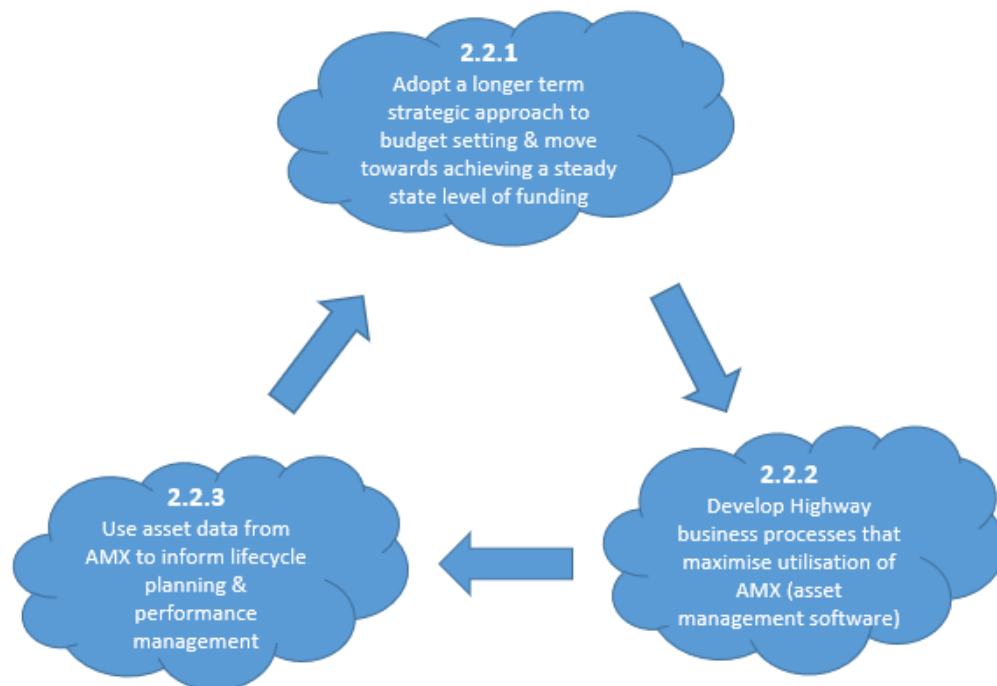
The diagram below shows how this HAMP relates to other Council plans and decision-making processes.



National Codes of practice and legislation inform highway management policies which in turn define investment strategies, **the actual level of investment is dependent on corporate budget settlements**. These processes support longer term HAMP decision making and forward works programmes which all inform the annual works programme.

2.2 Business Principle Aspirations of the HAMP

For the HAMP purposes stated above in 1.1 to be achieved key business principles are being developed to maximise its effectiveness and enhance service delivery:



2.2.1 Adopt a longer-term strategic approach to budget setting and move towards achieving a steady state level of funding.

Traditionally Highway Maintenance budgets have been set annually often based on previous or historic values that creates a short-term reactive approach to management and improvement. Adopting long term funding for maintenance will allow the service to maximise whole life cost and planning benefits that are associated with this type of financial commitment. However, it must be understood that if funding levels are insufficient to address backlogs and slow deterioration no amount of long-term planning will alleviate this underlying problem.

Steady State is a level of funding that maintains an asset in its current condition, neither improving nor deteriorating from an overall perspective. Maintenance funding below steady state will result in an ongoing deteriorating condition and consequent increasing maintenance backlog over time, the speed and level of deterioration is dependent on how far investment is below steady state. Consideration must also be given to the levels of revenue investment that will be required to undertake reactive repairs to the asset. The lower the investment level and poorer the condition of the asset the higher the revenue demands to repair the increasing quantities of reactive safety defects. Calculations for the steady state values of highway assets are shown in section 4.3 (background info shown in section 2.5).

Important Note: Please refer to section 4.3 to understand how the recent (2021-23) cost of living increase has affected the investment values contained in this strategy.

2.2.2 Develop highway business processes that maximise utilisation of AMX (Asset management software)

At every opportunity AMX will be used to manage routine business processes so data can be shared, analysed and reported to improve efficiency, the following activities are currently managed by AMX:

- Highway safety inspections, end to end process management from inspection to repair
- Highway condition inspections
- Data collection, storage and management for highway "child" assets
- Delivery of highway capital improvement programme. Including financial management, site supervision and post construction quality inspections (development ongoing)
- Management of public rights of ways including condition, asset renewal and project delivery
- Manage the interface with the Council App for customer defect reporting on highway assets

2.2.3 Use asset data from AMX to inform lifecycle planning & performance management

As AMX becomes more embedded in the delivery of routine highway business processes the available financial, condition, performance and asset data will be used to provide more informed decision making. This will support lifecycle planning and the ability to show how investment strategies realise expected service standards and performance, over time generating more efficient allocation of resources and service delivery.

2.3 Requirements of Government Legislation

There are two key pieces of national legislation that should be considered for the HAMP. It is important to remember that any level of funding less than steady state will result in, to greater or lesser extent depending on investment, a managed decline of the condition of the highway asset (see section 2.2.1).

Section 41 of the **Highways Act 1980** imposes a legal duty of maintenance on highway authorities (The Council) in respect of those highways that are maintainable at the public expense.

The **Well-being of Future Generations (Wales) Act 2015** is an Act of the National Assembly for Wales to make provision requiring public bodies to do things in pursuit of the economic, social, environmental and cultural well-being of Wales in a way that accords with the sustainable development principle; to require public bodies to report on such action; to establish a Commissioner for Future Generations to advise and assist public bodies in doing things in accordance with this Act; to establish public services boards in local authority areas; to make provision requiring those boards to plan and take action in pursuit of economic, social, environmental and cultural well-being in their area; and for connected purposes.

Of particular relevance to this HAMP is part 2, section 5 of the Act:

Well-being of Future Generations (Wales) Act 2015

Part 2 – Improved Well-being

Section 5 - The sustainable development principle

*(1) In this Act, any reference to a public body doing something “in accordance with the sustainable development principle” means that the body must act in a manner which seeks to ensure that the **needs of the present are met without compromising the ability of future generations to meet their own needs.***

(2) In order to act in that manner, a public body must take account of the following things—

*(a) the **importance of balancing short term needs with the need to safeguard the ability to meet long term needs, especially where things done to meet short term needs may have detrimental long term effect;***

2.4 HAMP Links to the Council’s Corporate Aspirations

In this plan we will be exploring the opportunity to focus on aligning the HAMP with the wider corporate priorities found in Stronger, Fairer, Greener (SFG) vision for Cardiff Council. The SFG document states: “A greener city which, through our One Planet Cardiff programme takes a lead on responding to the climate emergency, which

celebrates and nurtures biodiversity, with high-quality open spaces within easy reach for rest and play which are connected by convenient, accessible, safe sustainable transport options". In this regard the HAMP will seek to align and integrate to wider corporate strategies and will seek to:

- Align the strategy with – where possible - developing a low carbon response to Highway maintenance
- Maximise the integration of sustainable mode use on the Highway.
- Regard the Highways within the wider context of creating high quality public realm, based on placemaking, greening, accessibility, and design quality – supporting wider economic approach to city and local centre regeneration.

2.4.1 This HAMP will apply the following objectives from the Corporate SFG document, it will enhance the experience of pedestrians, cyclists and motorists and encourage economic growth by making it easier and safer to use the highway network.

- Play a leading role in the Capital Region, including developing strategic economic development, transport and planning strategies, as well as governance and delivery arrangements that support Cardiff's role as the economic, cultural and leisure centre of the region.
- Deliver the 'One Planet Cardiff' response to the climate emergency, accelerating the transition to net zero by putting sustainable development at the heart of everything we do as a Council.
- Continue to deliver an extensive programme of localised improvements to our roads and footways to remove defects such as potholes.
- Adopt the principles of a 15-minute city approach, focusing on sustainability, placemaking, and the density of development that this vision requires.
- Integrate great design, placemaking, greening and sustainability principles into all proposals for development and public spaces.
- City centre recovery

2.4.2 The delivery of innovative, cost-effective risk-based maintenance within allocated budgets underpins the aspirations above and implementation of the following transformative approaches:

- i. **Placemaking** is a multi-faceted approach to the planning, design and management of public spaces. Placemaking capitalises on a local community's assets, inspiration, and potential, with the intention of creating public spaces that improve urban vitality and promote people's health, happiness, and well-being. The Council's highway infrastructure links and often maintains these community assets creating a cohesive unit of greater value for the community.
- ii. **Low Carbon:** The Council has already utilised highly innovative approach to low carbon asphalt. We will develop further opportunities for low carbon approaches to materials, systems, and working practices.
- iii. **Sustainable Transport:** Traditionally the highway has been designed to maximise the efficiency of car and vehicle movements. This innovative approach that this plan will adopt seeks to develop the highway in a manner that also supports the usage of other transport modes in a more balanced manner, including walking, cycling, as well as tackling wider accessibility issues.
- iv. **Greening** promotes the concept of healthy streets. Urban greening helps to make streets part of a public realm network that is designed more for people than for vehicles. Greening of Cardiff's streets, buildings and other public spaces does more than change the look of these places. Roofs and walls covered in plants, street trees and small pocket parks in between buildings help combat climate change and make the city a better place to live, work and invest. The **HAMP** manages the interface between existing highway infrastructure (for example, SuDS planting described below and future biodiversity and amenity opportunities relating to flood risk management) and these new and emerging green infrastructure initiatives including the Councils Coed Caerdydd project.
- v. **Sustainable Drainage Systems (SuDS)** have been developed to imitate the natural drainage process and provide the community with green spaces promoting diverse wildlife and wellbeing. Traditional drainage systems can increase the risk of flooding and pose a serious risk of contamination, SuDS can help maintain water quality and limit the total amount of water leaving a site. An excellent example of where Cardiff has implemented SuDS is the Greener Grangetown project providing an exemplar of SuDS design. This HAMP outlines the design and maintenance of Cardiff's SuDS undertaken by the Councils highway drainage teams.

- vi. The concept of the **15-minute city** seeks to improve liveability and develop more sustainable, local communities by planning for residents to be able to access most of the facilities they need on a daily basis within a 15–20-minute walk, cycle or bus ride from their home. Again, this HAMP will manage the interface between existing highway infrastructure and these new and emerging initiatives.
- vii. **City Centre and Local Centre Public Realm** enhancements and maintenance in these more focal economic and social areas with very high levels of footfall and usage provides a particular challenge. Furthermore, due to their prominence there is more attention to any defects. Managing these key environments often requires more attention and resources. However, the extent of support provided needs to be understood as a part of a wider assessment of budgets and priorities. In this regard, it is proposed that we identify a ringfenced sum within the budget to tackle these issues in a balanced yet prioritised manner (see section 4.5).

2.5 Reporting the HAMP Corporately

The Highway Asset Investment Strategy (see section 4.3) illustrates different levels of asset investment and its outcomes was endorsed by the Council's Environmental Scrutiny Committee on 9th September 2014 and again on 17th May 2016. The committee recommended adoption of a steady state investment profile for the highway asset. The reason for this recommendation is that this proves to be the best long term economic solution whilst enabling the network to support other corporate priorities such as economic growth in the city.

It is recognised that current financial pressures may make this unachievable at the present time. To make the investment more affordable a “phased approach” to increasing Capital and Revenue investment could be adopted. This would mean investment could be increased annually over an agreed period to reach required Capital steady state and Revenue level.

This HAMP-3 was presented to the Councils Cabinet on **Thursday 18th May 2023**.

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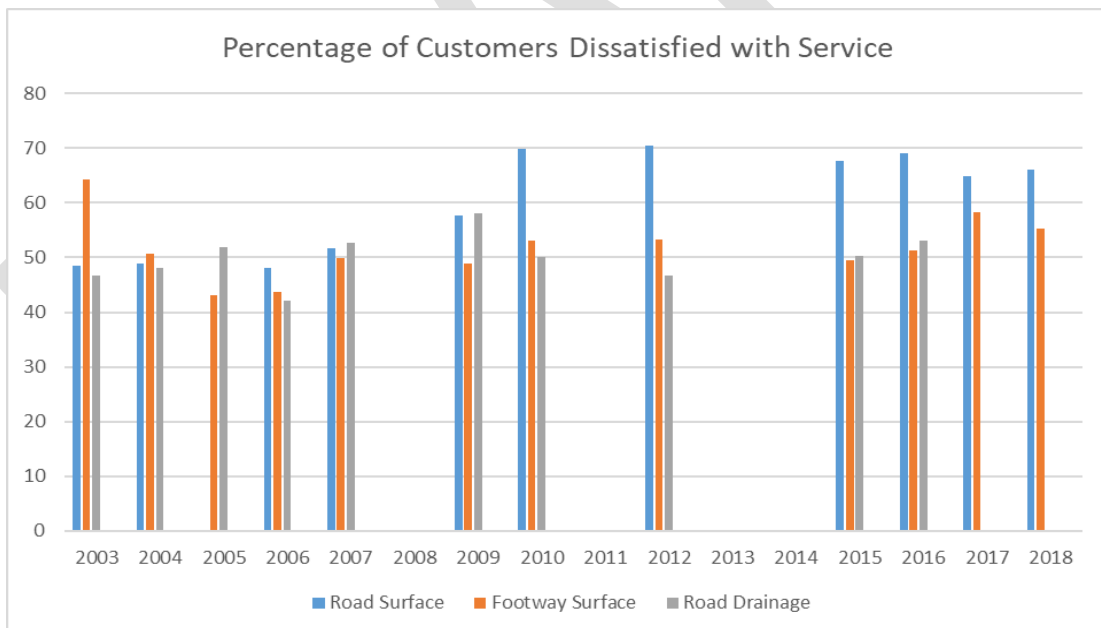
2.6 Assets not Covered in this HAMP

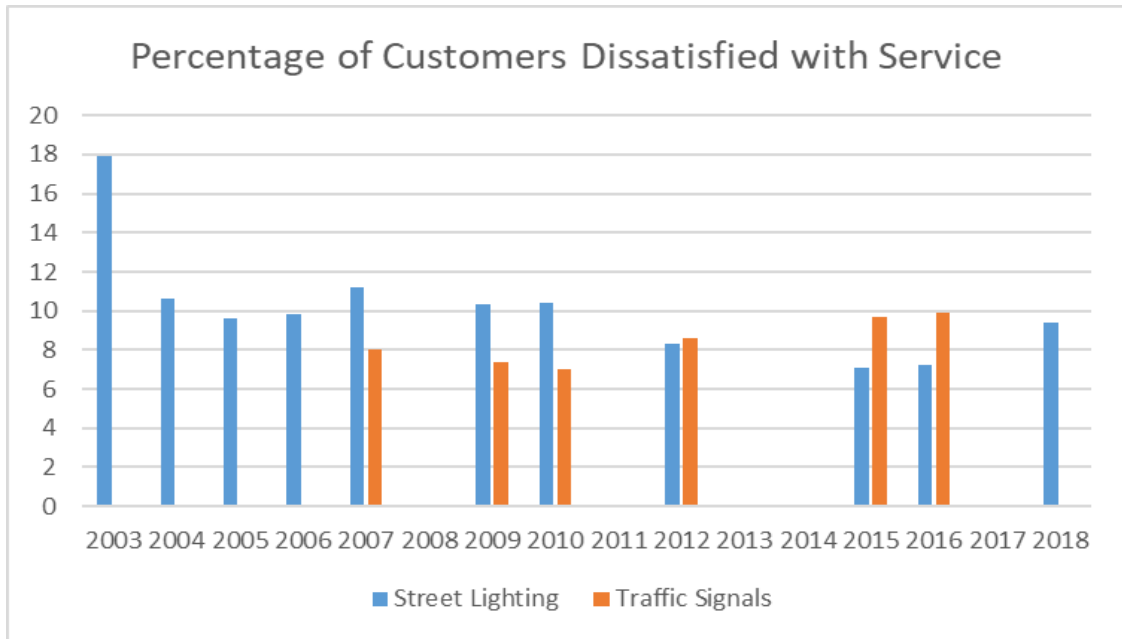
Some related assets that the Highways department maintain are managed elsewhere or out of scope of this HAMP:

- Pay and display car parks
- Footpaths managed by the Councils Housing team
- Bus shelters
- Vegetation and trees
- Land
- Public Rights of Way

2.7 Customer Satisfaction

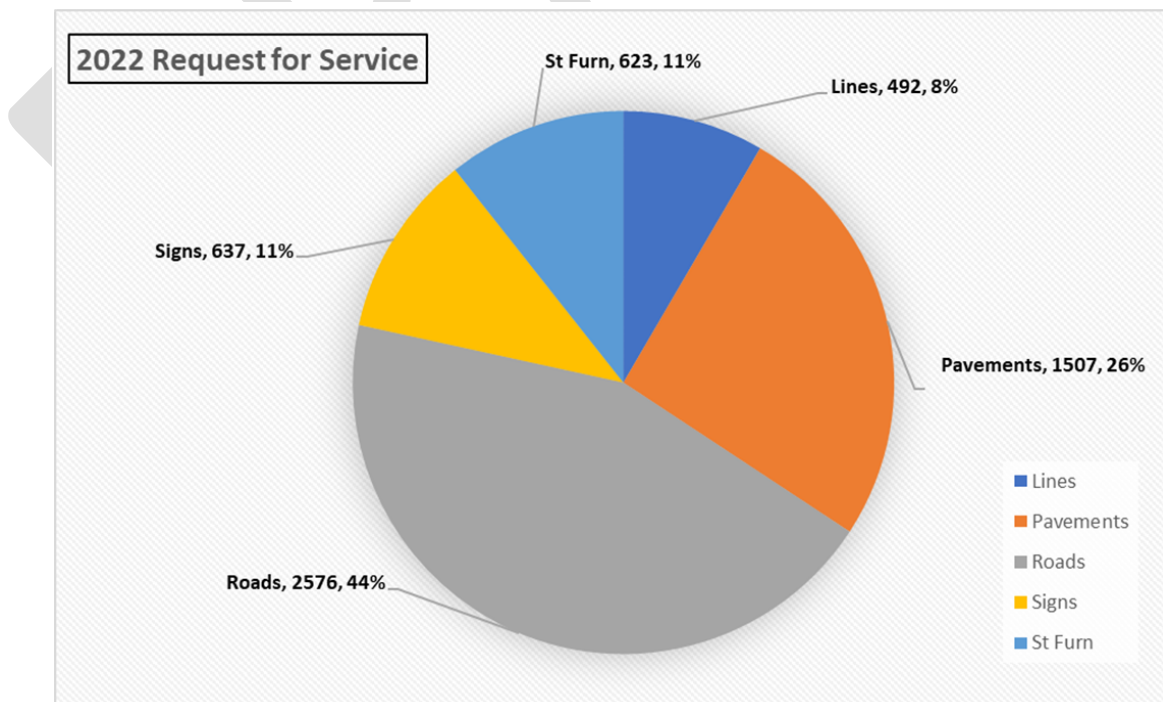
The Council has undertaken public satisfaction surveys which provide valuable insight into their opinions. The graph below shows the percentage of customers that are either fairly or very dissatisfied with the listed highway asset (COVID has prevented compilation of meaningful data for more recent years):

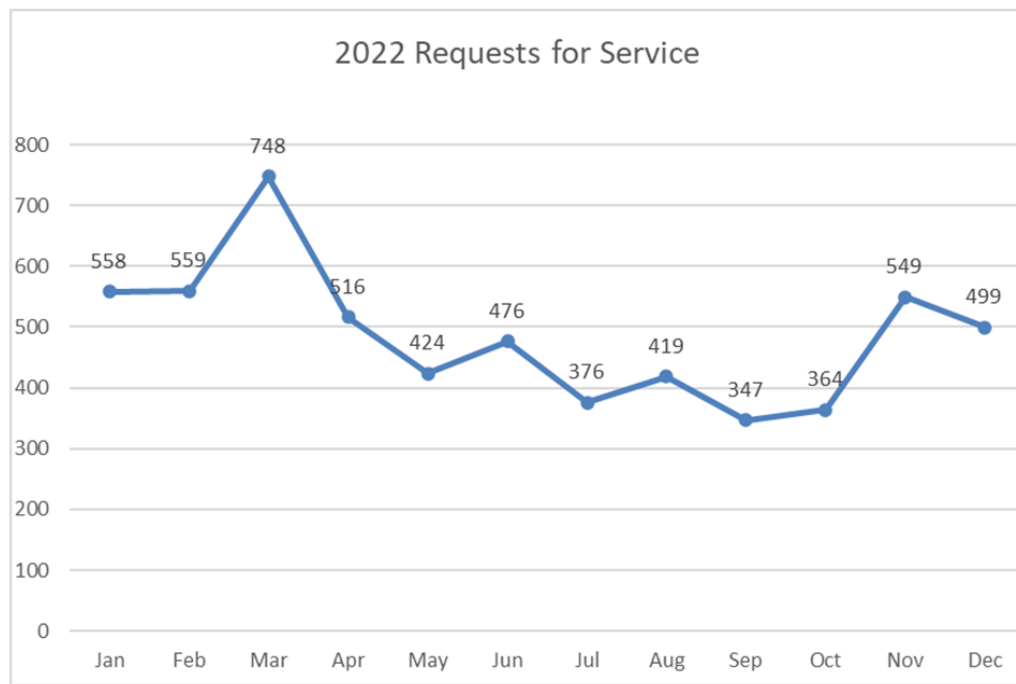




2.7.1 Customer Demand

AMX records customer contacts regarding carriageways, footways, street furniture and road markings, the charts below show contact statistics for requests for service in 2022. There were over 5,800 annual requests, which on average equates to approx. 480 per month and over 110 per week. There are seasonal peaks between January and April because of the effects of winter weather on carriageway condition.





2.8 Increase in Demand

2.8.1 Asset Growth

The highway asset grows each year due to the adoption and construction of new sections of highway often resulting from private developments. This will also include the introduction of new Council promoted schemes on the existing network such as high-status city centre public realm improvements, upgraded junctions, new traffic management such as raised tables and speed humps, segregated cycle lanes etc. This ongoing continual increase in the quantity of highway assets will require future maintenance as they age and deteriorate, placing a continually increasing demand on maintenance budgets.

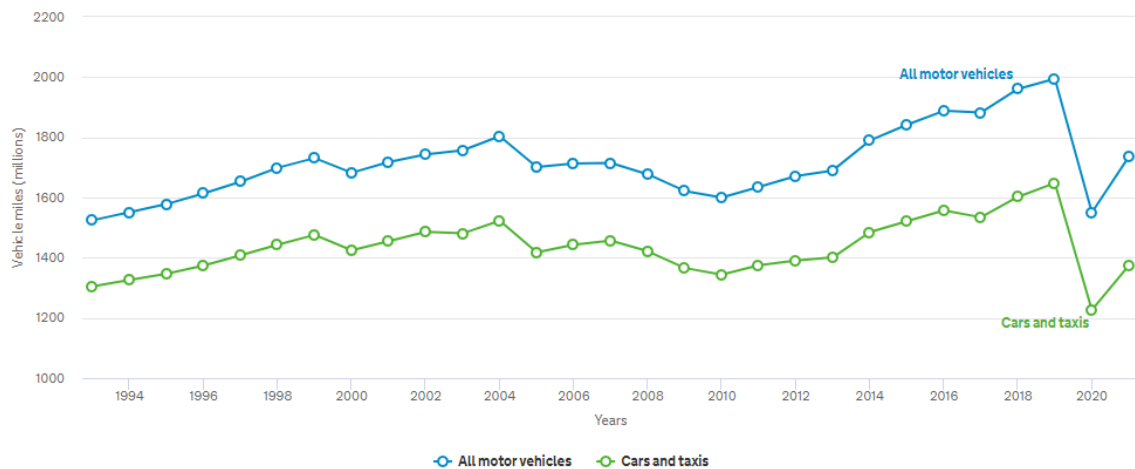
For example, over the 10-year period 2012-22 the carriageway length has increased by 26.5km and over 1,700 new street lighting columns have been erected.

2.8.2 Traffic Growth

The graph below (source DFT) illustrates a steady growth in traffic volume placing increasing pressure on the Highway network and accelerating deterioration in carriageway condition with HGV's and buses causing disproportionate wear on road surfaces. Some of the main arterial routes into the city have in the region of 80,000 vehicles per day with a proportion of heavy goods vehicles of approximately 6%.

Annual traffic by vehicle type in Cardiff

Traffic in Great Britain from 1993 to 2021 by vehicle type in vehicle miles (millions)



"Whilst historically significant, the long-term trends can be misleading in most cases due to the extraordinary circumstances observed as a result of the coronavirus pandemic. Vehicle miles travelled in Great Britain have had year-on-year growth in each year between 2011 and 2019. Following a sharp decline in 2020, traffic levels for 2021 have increased on the previous year but still remain lower than the 2011 levels. Therefore, to say traffic has fallen over the last decade would misconstrue, as the overall decrease is entirely due to the decline in traffic levels observed in the 2020-2021 estimates". Source DFT

Many of the council's roads have evolved over time and were not designed to accommodate these increased volumes of traffic and therefore tend to exhibit accelerated deterioration thus placing a greater demand on maintenance budgets.

2.8.3 Environmental Conditions

Changing environmental conditions also place increased pressure on maintenance budgets.

Increased frequency of more extreme weather can have direct and indirect impact on road condition. Water can be one of the most damaging elements to an asphalt

surface. Moisture damage decreases strength and durability of asphalt, weakening the bond between the bitumen and the aggregate, thus speeding up deterioration forming potholes and cracking. When cracks form it allows water to seep under the surface, which is damaging to the base beneath. Extended exposure to these defects can have significant detrimental effects to the structure and foundation of the road. Changes in temperature (both high and low temperatures) and rainfall patterns can interact where wider temperature variation promotes cracking, compounding the effects of increased rainfall and damage caused by traffic (especially HGV's).

This cycle of climatic events places an increased burden on existing maintenance budgets. If such extreme events occur during the period of this HAMP and increased damage or deterioration is experienced, it may be necessary to divert existing budgets and revise service standards that are affordable unless additional funding can be secured.

Wherever possible highway teams are adopting modern materials, technologies, and maintenance techniques to minimise the negative effects of climate change on the highway asset. Also, pushing suppliers and contractors to continually develop new approaches and alternative opportunities.

2.8.4 Carbon Reduction

The Council's One Planet carbon reduction policies play an important role in the delivery of the Highway Maintenance service. The service endeavours to adopt effective working practices to promote carbon reduction and help the Council achieve its target of Cardiff become a carbon neutral city by 2030.

For example, warm mix asphalts are used wherever possible replacing traditional hot mixes and carriageway arisings (the removed existing asphalt surface) from resurfacing schemes are recycled by the contractor for future use. Also, utilising a new maintenance contract, arisings from routine repairs and maintenance will be recycled or reused wherever possible.

Preventative cold applied surface treatments are frequently used on carriageways and footways wherever appropriate.

Wales's first carbon neutral highway surfacing scheme utilising recycled steel slag in place of virgin quarried stone aggregate was delivered on 1.2km of the A470 Northern Avenue in 2022 with support of One Planet funding.

- 13,000m² of surfacing
- First Net Zero Carbon Emissions scheme in Wales
- Cost approx. £500k - One Planet Cardiff contributed £200k

At the time of preparation of this report the Highways teams were awaiting a response from the One Planet steering group for the funding of another innovative carbon reduction trial. This latest trial is taking the model used on the A470 described above a step further seeking to create genuinely Carbon Zero surfacing materials, without offsetting, using Biochar to sequester Carbon to form a carbon sink and Lignin (a natural plant material) as a bitumen replacement.

The service has had an ongoing programme of replacing existing street lighting units with modern efficient LED units across the entire network. As a result of the efficiencies associated with LED's and its reduced energy consumption, it will contribute favourably towards the Councils carbon reduction targets.

- Strategic Network – 16,500 LED units
- Residential Network – 23,500 LED units
- Over £1.2m energy savings/annum
- Thousands of Tonnes of carbon emission reduction

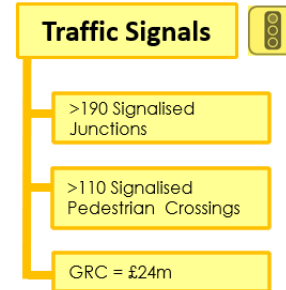
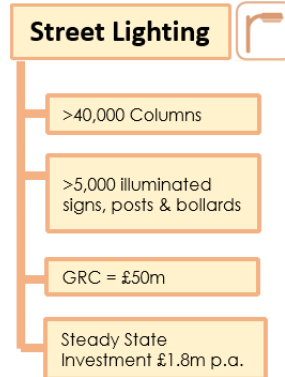
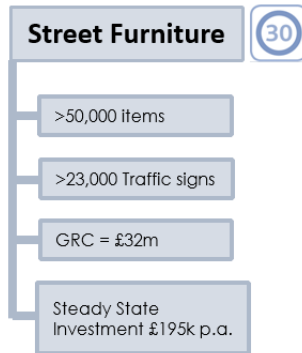
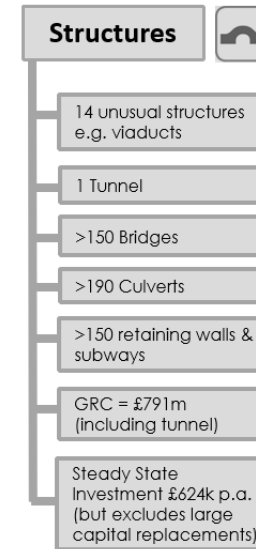
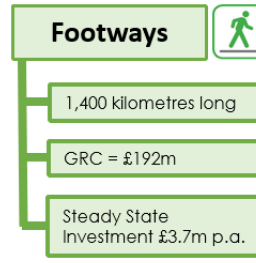
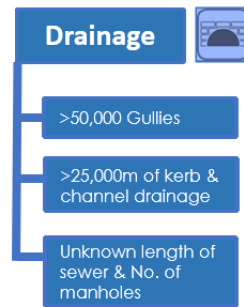
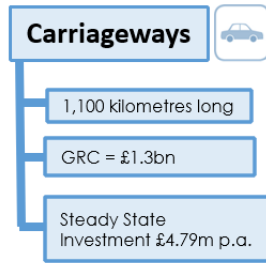
The Highway teams will continue to seek innovative carbon reduction initiatives as technology and operational opportunities emerge. In addition, the engineers work closely with the County Surveyors Society all Wales HAMP project which is looking to develop models and approaches to assist Highway Authorities implement and measure Carbon reduction solutions.

It should be noted there is a general consensus in the construction industry that the adoption of new low carbon engineering opportunities may be more costly than traditional repairs, treatments and approaches.

3. Overview of the Asset

The figures below provide an overview of important relevant highway asset data:

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Description of Terms:

kilometre – measurement of length, 1000 metres or approx. 0.62 miles

Column – street light

GRC – Gross Replacement Cost, the cost of replacing an existing asset with a modern equivalent

p.a. – per-annum / every year

Viaduct – a long bridge-like structure, typically a series of arches carrying a road

Gullies – iron gratings usually at the edge of a road that provide drainage during rainy weather

Steady State – Achieving a level of investment that maintains condition at its current level (see section 5)

Signalised junction – junction or crossing with traffic lights

3.1 Assets Data

This plan is based upon currently available inventory data for Highway assets. The coverage and quality of inventory data varies by asset, local estimates and sample surveys are used where actual data is missing. An overview of the availability of data is shown on the tables below. A key to the terms used are shown in Table 3.1.4.

Table 3.1.1 – Asset Data						
Asset Group	Data Category	Data Confidence		Data Format		
		Extent of Data	Basis	Hard Copy %	Electronic %	System Used
Carriageway	Inventory	Good	Actual	0%	100%	AMX/ PMS/RoadAI
	Condition	Complete	Actual	0%	100%	AMX/PMS/ RoadAI
	Inspection	Complete	Actual	0%	100%	AMX / RoadAI
	Financial	Complete	Actual	0%	100%	AMX / SAP
Drainage	Inventory	Good	Actual	25%	75%	AMX/WincanVX
	Condition	Limited	Actual	25%	75%	AMX/WincanVX
	Inspection	Limited	Actual	25%	75%	AMX/WincanVX
	Financial	Complete	Actual	0%	100%	AMX / SAP
Footways	Inventory	Limited	Actual	0%	100%	AMX
	Condition	Limited	Actual	0%	100%	AMX
	Inspection	Complete	Actual	0%	100%	AMX
	Financial	Complete	Actual	0%	100%	AMX / SAP

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Table 3.1.2 - Asset data continued						
Asset Group	Data Category	Data Confidence		Data Format		
		Extent of Data	Basis	Hard Copy %	Electronic %	System Used
Street Furniture & Rd Markings	Inventory	Limited	Actual	0%	100%	AMX / RoadAI
	Condition	Limited	Actual	0%	100%	AMX / RoadAI
	Inspection	Complete	Actual	0%	100%	AMX / RoadAI
	Financial	Complete	Actual	0%	100%	AMX / SAP
Street Lighting	Inventory	Complete	Actual	0%	100%	Mayrise/CityTouch
	Condition	Limited	Actual	0%	100%	Mayrise/CityTouch
	Inspection	Good	Actual	0%	100%	Mayrise/CityTouch
	Financial	Complete	Actual	0%	100%	Mayrise / SAP
Illuminated Signs & Bollards	Inventory	Complete	Actual	0%	100%	Mayrise
	Condition	Limited	Actual	0%	100%	Mayrise
	Inspection	Good	Actual	0%	100%	Mayrise
	Financial	Complete	Actual	0%	100%	Mayrise / SAP

Table 3.1.3 - Asset data continued

Asset Group	Data Category	Data Confidence		Data Format		
		Extent of Data	Basis	Hard Copy %	Electronic %	System Used
Intelligent Transport Systems	Inventory	Complete	Actual	0%	100%	Imtrac/Inview/Mayrise/UTC
	Condition	Good	Actual	0%	100%	Imtrac/Inview/Mayrise/UTC
	Inspection	Complete	Actual	0%	100%	Imtrac/Inview/Mayrise/UTC
	Financial	Complete	Actual	0%	100%	SAP
Structures	Inventory	Complete	Actual	0%	100%	AMX
	Condition	Complete	Actual	0%	100%	AMX
	Inspection	Complete	Actual	0%	100%	AMX
	Financial	Complete	Actual	0%	100%	AMX / SAP

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Table 3.1.4 – Key to Asset Data Tables 3.1.1 to 3.1.3

		Description
Data Category	Inventory	Includes lengths, widths, location, materials and general supporting information
	Condition	Provides a condition rating of the asset
	Inspection	Records details and dates of periodic inspections
	Financial	Day to day financial management of works programmes and works order
Data Format	Hard Copy	The % of data held that is stored and managed using manual paper processes
	Electronic	The % of data held that is stored and managed electronically
	System Used	The name of the electronic system used to store and manage the asset data
Data Confidence	Extent of Data	The extent of coverage of asset data being used (as a proportion of the whole), being: <ul style="list-style-type: none"> ○ Nil ○ Limited ○ Good ○ Complete
	Basis	The basis of knowledge for the asset data used, being: <ul style="list-style-type: none"> ○ Actual (surveyed data) ○ Sample (surveyed data on a proportion of the asset often prorated to give network wide data) ○ Default Value (value based on actual data from another legitimate source) ○ Local Engineers Estimate

4. Financial Summary

The investment strategies and service standards discussed in later sections are based on the predicted funding levels shown in the table below.

Asset	Funding source	Annual Funding - £k				Capital Funding Required to Achieve Steady State - £k	
		Current	Estimated			Pre 2021-22 ²	Post 2021-22 ²
		2022-23	2023-24	2024-25	2025-26		
Carriageways	capital	3,477 ¹	3,350 ¹	3,350 ¹	3,376 ¹	3,075 ¹	4,797 ¹
Drainage	capital	41	30	230	180	160	250
Footway	capital	1,885	880	595	595	2,360	3,681
Street Lighting	capital	2,771	1,000	1,070	270	1,200	1,872
Structures	capital	611	924	1,100	1,100	400	624
Traffic Signals	capital	801	330	630	630	not available	not available

1 – Refer to Section 5.3 and Table 5d to see relationship between Capital investment strategy, Steady State and future condition predictions for carriageways.

2 - Refer to section 4.3 for description of post 2021-22 increase in steady state funding requirements

4.1 Historic Expenditure

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		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Carriageways	Council - capital	1,118	823	399	2,602	2,076	530	2,878	2,077	3,838	2,724
	External grant/ contributions - capital	3,714	3,163	3,759	1,031	0	2,571	1,725	1,723	1,535	1,715
	Council - revenue	713	1,482	418	570	730	1,301	658	1,336	660	555
	External grant/ contributions - revenue (capital - DRF)	0	0	0	0	100	0	0	0	0	0
	Staff Resource for both Cway & Fway)	614	652	1,355	1,615	1,538	1,457	1,535	1,672	1,688	1,586
	total C/ways	6,159	6,120	5,931	5,819	4,444	5,859	6,796	6,809	7,721	6,580

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		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Footways	Council - capital	611	510	646	85	488	362	805	961	674	988
	External grant/ contributions - capital	0	0	0	409	90	0	0	0	192	0
	Council - revenue	839	971	95	183	202	424	402	433	528	809
	External grant/ contributions - revenue (capital - DRF)	326	0	0	0	0	0	0	0	0	0
	total F/ways	1,777	1,480	741	677	780	786	1,207	1,393	1,394	1,796

		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Drainage	Council - capital	0	18	306	64	15	9	158	167	37	12
	External grant/ contributions - capital	122	199	1,034	199	0	27	31	463	652	939
	Council - revenue	292	502	157	156	182	172	124	226	258	145
	External grant/ contributions - revenue	0	0	0	0	253	217	74	97	349	240
	Staff Resource	756	247	514	426	189	138	89	171	195	268
	total Drainage	1,170	967	2,012	845	639	563	476	1,124	1,491	1,604

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		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Street Lighting	External grant/ contributions - capital	0	0	0	0	0	0	0	0	0	0
	Council - revenue*	2,900	3,015	2,735	2,797	2,376	2,440	2,214	2,397	2,590	2,280
	Energy - revenue	2,366	2,442	2,551	2,328	2,147	1,879	1,399	1,576	1,688	1,513
	External grant/ contributions - revenue	0	0	0	0	0	0	0	0	0	0
	Staff Resource	277	128	528	575	516	441	480	506	546	573
	total S/L excl*	3,151	2,583	3,321	4,194	4,519	6,028	2,782	2,312	2,329	4,426

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		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Structures	Council - capital	71	80	1,296	258	429	99	1,328	631	553	2,881
	External grant/ contributions - capital	0	0	0	698	16	0	0	0	0	0
	Council - revenue	1,673	1,610	848	805	681	679	682	720	712	703
	External grant/ contributions - revenue	0	0	0	0	0	0	0	0	0	0
	Staff Resource	179	209	161	221	236	224	232	279	244	270
	total Structures	1,923	1,899	2,305	1,982	1,361	1,002	2,241	1,630	1,509	3,854

		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Intelligent Transport Systems	Council - capital	374	403	283	375	523	656	844	239	172	145
	Council - revenue	1,816	1,410	1,139	1,009	780	1,131	961	993	1,120	1,059
	External grant/ contributions - revenue (DRF)	220	0	0	0	150	150	150	0	0	0
	Staff Resource	360	338	947	879	928	905	940	972	968	959
	total Traffic Sig	2,770	2,151	2,369	2,262	2,381	2,842	2,895	2,204	2,259	2,163

		Historic Annual Funding (Expenditure) - £000's									
Asset	Works	2012-13	2013-14	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	2020-21	2021-22
Vehicle Safety Fence	Council - capital	0	26	93	53	0	0	36	0	348	21
	Council - revenue	0	0	0	0	0	0	0	0	0	0
	total VSF	0	26	93	53	0	0	36	0	348	21
Winter & Emergency Service	Council - revenue	543	384	420	387	316	310	379	377	452	440
	External grant/ contributions - revenue	0	0	0	0	0	172	0	0	0	0
	Staff Resource	192	179	112	10	205	115	139	154	113	154
	total W&E service	735	563	532	397	521	597	518	531	565	594
	total	17,684	15,789	17,302	16,229	14,647	17,678	16,952	16,004	17,615	21,039

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Guide to WG Grant Funding:

Local Government Borrowing Initiative (LGBI) – 2012/13 to 2014/15

Road Refurbishment Grant- 2018/19

Highway Refurbishment Grant – 2018/19 to 2020/21

4.2 Asset Valuation

The valuation provides the council with a replacement cost of the highway asset with a modern equivalent currently estimated at approximately **£2.37bn** (based on pre-inflationary costs). The calculation has been achieved by utilising specialist tools generated by the **All Wales County Surveyors Society Wales HAMP project** and undertaken in accordance with the methods set out in the **CIPFA Transport Asset Infrastructure Code**. The valuation reports:

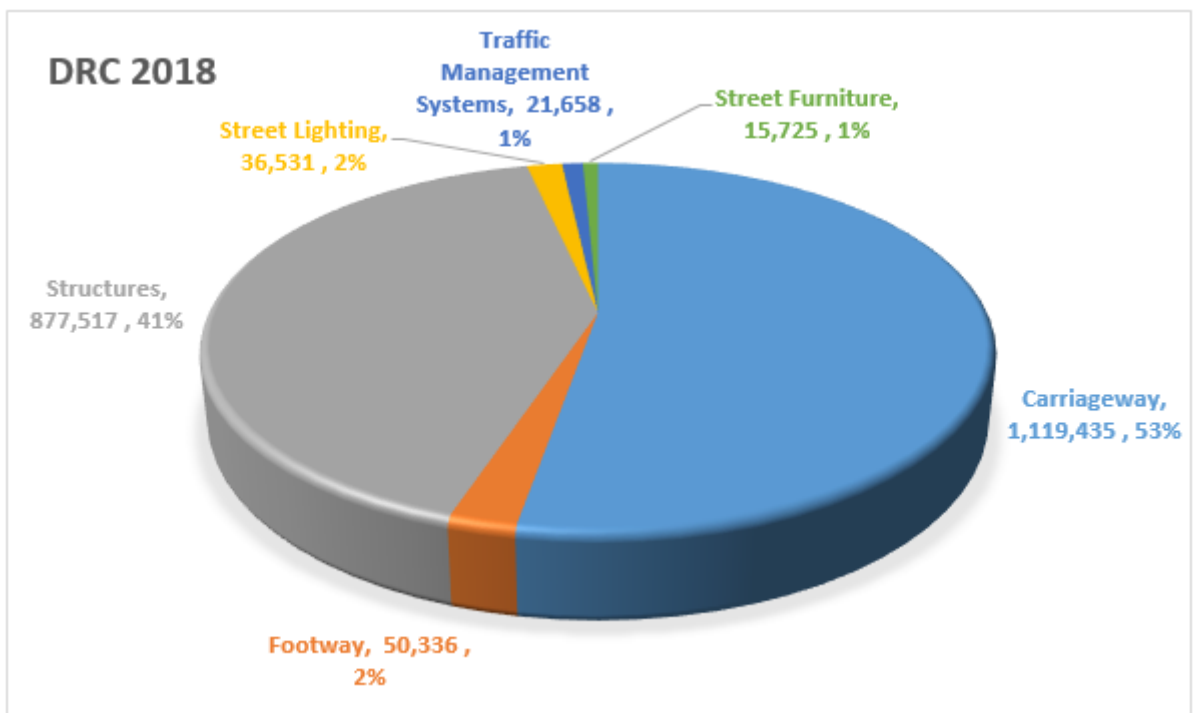
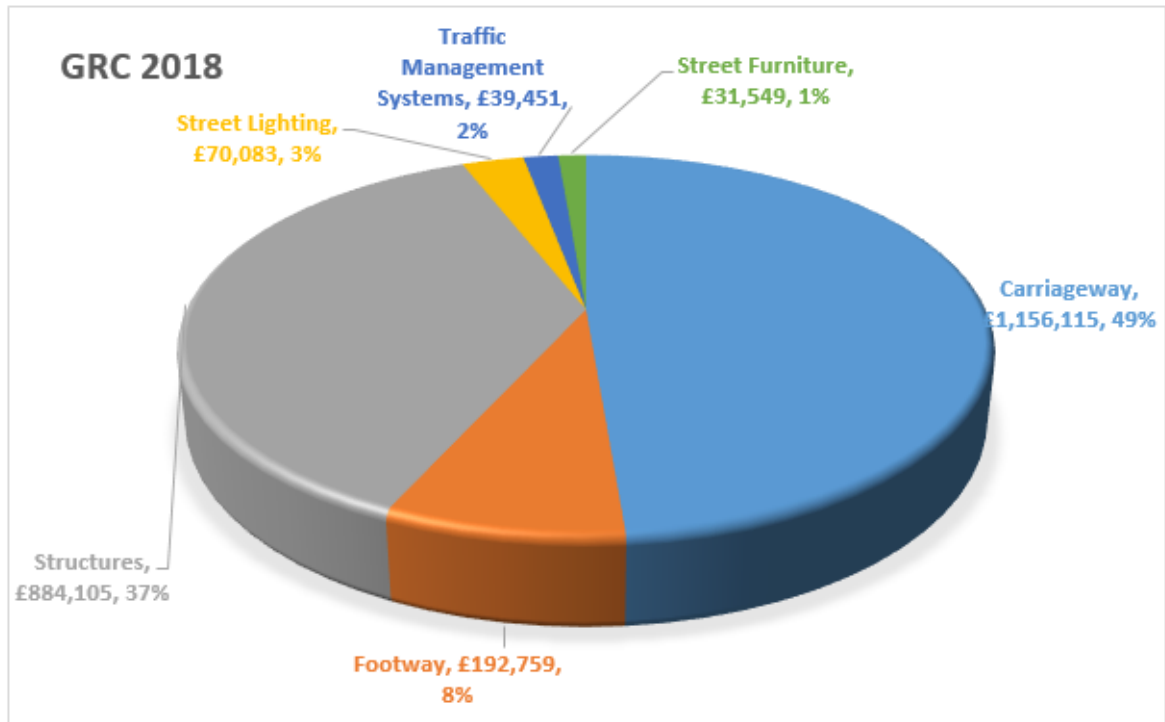
- Gross Replacement Cost (GRC), this is an estimated value of replacing the existing asset with a new equivalent
- Depreciated Replacement Cost (DRC), this is the estimated current monetary value of the asset and accounts for the cost of physical deterioration (i.e deteriorated condition from an as-new condition)

The table below shows the Whole of Government Accounts highway asset valuation as calculated in September 2019.

Asset	Gross Replacement Cost (GRC) £'000	Depreciated Replacement Cost (DRC) £'000
Carriageways ¹	1,156,115	1,119,435
Footway	192,759	50,336
Street Lighting	70,083	36,531
Street Furniture	31,549	15,725
Structures	884,105	877,517
Traffic Management	39,451	21,658
Total²	2,374,062	2,121,203

¹ - Carriageway GRC includes consideration for drainage

² - Total excludes value for land (Land GRC=£2,737,148,000)



4.3 Achieving Steady State Investment & the Cost of Living Increase 2021 - 2023

The Steady State calculations contained in the Asset Investment Strategy were undertaken in 2016. Annual inflation and its effects on increasing the cost of goods and services during the period 2016 to 2023 should be noted.

Steady State is a level of funding that maintains an asset in its current condition, neither improving nor deteriorating from an overall perspective. Maintenance funding below steady state will result in an ongoing deteriorating condition and consequent increasing maintenance backlog over time, the speed and level of deterioration is dependent on how far investment is below steady state.

A rapid increase in energy costs, particularly the wholesale price of gas, has been a key driver of the recent increases in inflation, compounded by supply chain stresses, increased prices for commodities and transportation. The cost of living has been increasing across the UK since early 2021. The annual rate of inflation reached 11.1% in October 2022, a 41-year high, before easing to 10.7% in November 2022. High inflation affects the affordability of goods and services.

This rapid increase of inflation is causing additional pressures in the area of highway and footway maintenance, especially around surfacing and surface treatments. This will be the first area that will show deterioration – structures, street lighting and drainage improvements will lag in terms of deterioration, albeit the cost of schemes will increase, so the risks of failed elements will increase over time.

Likewise, the costs relating to localised small-scale repairs such as patching, street furniture, tackling damaged paving, road markings renewal, signage and minor highway improvements has also increased in similar levels, so the volume of works completed will reduce. This unfortunately will promote deterioration further – moving early repairs to more expensive later treatments as we have not been able to provide the appropriate intervention in a timely manner.

The table below shows how construction costs (illustrated by cost per square metre) have increased over the period 2021-2023. They are based on completed scheme costs delivered by carriageway and footway capital improvement programmes with the treatments listed in the left-hand column. The average cost increase is **circa 56%**.

Carriageway m2 rate				
Financial Year	2020-2021	2021-2022	2022-2023	% difference 2021-2023
Reconstruction	£115	£130	£185	61%
Strengthening	£30	£35	£45	50%
Resurface inlay/overlay	£17	£22	£27	59%
Micro Asphalt	£9	£11	£13	45%
Footway m2 rate				
Financial Year	2020-2021	2021-2022	2022-2023	% difference 2021-2023
Reconstruction	£75	£85	£125	66%
Renew surface course	£42	£50	£65	55%
FW Micro Asphalt	£7	£9	£11	57%

The table below is an extract from the Highway Asset Investment Strategy (2016) which shows the calculated steady state investment required for the main highway asset groups. Based on the 56% increases in actual carriageway and footway construction costs shown above, and the steady state calculation below from 2016, it could be logical to assume that the 56% increase demonstrated above could be considered representative across all highway assets. Therefore, we could assume the overall steady state figure could have increased by £4.09m (56% increase on £7.3m) to an annual steady state investment of **£11.41m in 2022-23**.

Overview of Investment Options						
Asset Group	2015/16 Revenue Budget (£,000)	2015/16 Capital Budget (£,000)	Future Capital Investment Option Costs (2016)			Adjusted Steady State Value for 2023
			Managed Decline (£,000)	Steady State (£,000)	Enhanced (£,000)	
Carriageways	£450	£850	£850	£3,075	£5,175	£4,797
Footways	£790	£595	£470	£2,360	£3,810	£3,681
Drainage	£400	0	0	£160	£160	£250
Street Furniture	£33	0	0	£125	£125	£195
Street Lighting	£585	£270	£300	£1,200	£1,200	£1,872
Structures	£320	£500	£0	£400	£400	£624
Total	£2,578	£2,215	£1,620	£7,320	£10,870	£11,419

The table below demonstrates the gap between current and estimated future funding and the requirements to reach steady state.

Gaps Between Steady State, Current and Estimated Future Funding								
Asset	Funding source	Annual Funding - £k			Steady State Requirement (11,419 total)	Current 2023-24 Funding Gap between current funding & Steady State	Funding Gap between 2024-25 funding & Steady State	Funding Gap between 2025-26 funding & Steady State
		Current	Estimated					
		2023-24	2024-25	2025-26				
Carriageways	capital	3,350 (+2,000 additional funding)	3,350	3,376	4,797	-553	1,447	1,421
Drainage	capital	30	230	180	250	220	20	70
Footway	capital	880	595	595	3,876¹	2,996	3,281	3,281
Street Lighting	capital	1,000	1,070	270	1,872	872	802	1,602
Structures	capital	924	1,100	1,100	624	-300	-476	-476
Total Gap between Annual Funding & Steady State						3,235	5,074	5,898

1 – Footway funding includes £195k for Street Furniture

2- Future Steady State funding requirements will be subject to industry inflationary & other increase

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It is important to note that the steady state levels of investment shown relate to Capital investment only. However, maintenance functions and cyclic activities financed through revenue budgets are experiencing equivalent pressures and have been frequently subject to historic budgetary reductions implemented to achieve annual cost savings.

It is recognised that current financial pressures may make reaching steady state funding unachievable at the present time. To make the investment more affordable a "phased approach" to increasing Capital and Revenue investment could be adopted. This would mean investment could be increased annually over an agreed period to reach required Capital steady state and Revenue level.

4.4 Revenue Pressures on Maintenance Budgets

There are strict financial rules on what the Council's Capital budgets can be spent on and there are many Highways Maintenance functions, repairs and replacements that can only be funded via Revenue budgets. Whilst we can demonstrate the effects of Capital funding on the condition of highway assets by its proximity to the steady state calculation, it is more difficult to achieve when considering the effect of Revenue investment. The reduction of Revenue budgets will often result in a reduction in service provision or an increase in maintenance backlog, both of which will have some detrimental effect on the short-, medium- and long-term condition of highway assets. Some of the key areas of Revenue pressure for Highway Maintenance functions are described below and later in this document.

The Council's Highway Safety Inspection Policy Part C:001 and the associated inspection and repair regime, is designed, utilising a risk-based approach to maintain the highway network to an approved safe level and forms the basis of the Council's strategy for managing highway liability and risk. Utilising Section 58(1) of the Highways Act 1980 in the defence of 3rd party personal injury and property claims.

In accordance with the Highway Safety Inspection Policy, suitably qualified Safety Inspectors undertake cyclic inspections of the entire highway network identifying safety related defects and categorise them for an appropriate repair utilising the AMX asset management system. For the Council to have a successful defence against any 3rd party insurance claims we must demonstrate we've undertaken the safety inspection

and completed any identified repairs in accordance with the defect investigatory levels and timescales of the Policy.

The Council has a robust safety inspection regime achieving an excellent 3rd party claim repudiation rate of 88%. In 2022 approximately 93% of critical defects were repaired within the required timescale. Over 25,000 safety and maintenance defects were picked up by Inspectors of which approximately 30% were unable to be repaired due to insufficient resources. The definition of these defects is shown below.

Highway Safety Inspection Defect Definitions		
Critical Defect	Safety Defect	Maintenance Defect
A situation where the inspecting officer considers the risk to safety high enough to require immediate action. Requiring an immediate response to make the site safe	Defects that pose an imminent risk of injury to road users, Requiring a response as soon as possible to remove a potential risk of injury to users	Defects that warrant treatment to prevent them deteriorating into a safety defect prior to the next scheduled inspection, Requiring a response to prevent them becoming a safety defect

The result of defects remaining untreated is their possible accelerated deterioration into more serious defects. To further improve efficiency, resources and processes are being upgraded for the management of performance and prioritisation of work. In addition, a new maintenance contract will be let in the new 2023-24 financial year, which will develop more efficient working practices and a more robust legal defence.

Any defects not repaired as required pose a risk to the Council's 3rd party insurance defence. It is important to appreciate the level of financial risk associated with 3rd party insurance claims. Claims can be categorised into two main groups, property damage and personal injury. Property/vehicle damage claims (e.g., damage to a car wheel resulting from carriageway potholes) are generally of lower cost, in the region of £60 to £300. However, personal injury claims can range from several hundred pounds to millions of pounds, depending on the situation and injury sustained by the claimant. The average cost of a personal injury claim is approximately £15k. It should be noted that most higher value claims arise from footways because of claimed trips and falls.

4.5 Enhanced Public Realm

Improvements in the public realm can provide significant enhancements to users as described in Section 2.4 above. It is recognised that some **Focal Areas** of the city such as the City Centre, Local Centres and the Bay experience significantly higher volumes of pedestrians, cyclists and public transport. Resulting in, higher levels of servicing activity, being driven on by loading vehicles, higher access of services by utilities, as well as general wear and tear.

Due to the prestige nature of these focal areas, they generally have higher quality materials and bespoke infrastructure which places a disproportionate demand on maintenance budgets due to their significantly higher replacement costs over those of routine materials. e.g., the maintenance of prestige granite paving in the city centre when compared to a paved concrete or asphalt footway on a residential street or the replacement of a damaged bespoke designed hardwood bench in the city centre over an “off the shelf” bench adjacent to the general highway.

Currently these focal areas are inspected and maintained in accordance with the Council’s approved Highway Safety Inspection Policy – Part C:001. This policy was based on guidance developed by the County Surveyors Society Wales “All Wales” HAMP project embracing the National Highways Code of Practice (Well Managed Highway Infrastructure 2016) principle of adopting a risk-based approach to Highway Maintenance. As stated in section 4.4, the inspection and maintenance practices implemented by this Policy forms the basis of the Council’s management of highway liability and risk.

The prestige maintenance expectation in these focal areas demands a higher “serviceability standard” than the safety/risk-based approach described above. This higher serviceability standard will undertake repairs that would not trigger a safety repair but improve the aesthetics and maintain the overall appearance of these areas. For example, re-painting bollards and lampposts, early repair interventions to footway and carriageway surfaces and street furniture, re-grouting of paving joints etc. However, dedicated Capital and Revenue budgets must be made available beyond existing highway maintenance improvement budgets. The level of serviceability improvements that can be delivered will be dependent on the additional budgets that can be made available.

Cyclic safety inspections would continue in these areas as specified in the Safety Inspection Policy to ensure statutory requirements are met and an appropriate claims defence is maintained.

The HAMP seeks to adopt a level of investment that supports the delivery of high-quality materials and maintenance within the City's prestige focal areas whilst continuing to provide an effective risk-based maintenance and management approach to the rest of the highway network.

4.6 Unforeseen Demand and Invest to Save Opportunities

The service has robust condition assessment and works prioritisation processes to implement an effective improvement programme within varying levels of financial settlement. However, unexpected demands or invest to save opportunities do arise that require investment, in some instances these demands, or opportunities can be met by adjusting existing financial priorities but sometimes costs are too high and pressure bids may need to be considered.

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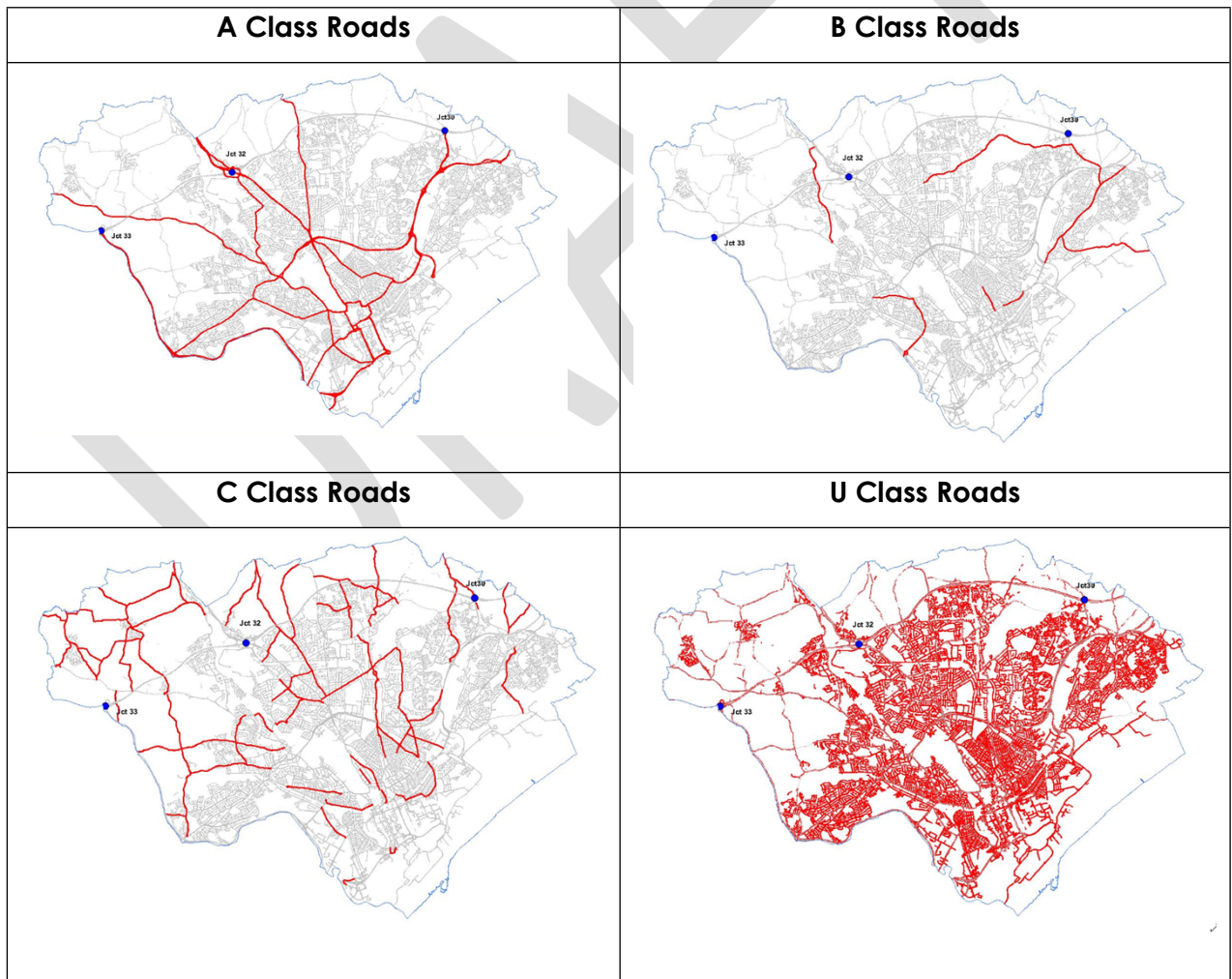
5. Management of Carriageways

5.1 Carriageway Lengths

The table below shows Cardiff's carriageway network lengths

Road Classification	Urban (km) i.e. <40mph	Rural (km) i.e. >40mph	Total (km)	% of Total Length
A	52.2	33.8	86	8%
B	20.3	5.2	25.5	2%
C	75.6	36.4	112	10%
U	865	10.9	875.9	80%
Sub Total	1013.1	86.3	1099.4km	

The figure below shows the extents of each classification of road



Examples of DFT Road Classifications	
A class roads	A4232 Ely Link, A48 Eastern Ave, A4119 Llantrisant Rd
B class roads	B4267 Leckwith Rd, B4562 Ty-Glas Rd, B4488 Llandaf Rd
C class roads	Rhiwbina Hill, Cherry Orchard Rd, Excalibur Drive
U class roads	Residential housing estate or industrial estate

5.2 Carriageways Service Standards

Carriageway service standards reflect the funding levels in the carriageway asset. It defines the standards that users can expect from the carriageway assets during the plan period.

The table below shows the agreed carriageway condition targets by road class and safety inspection and repair targets.

Carriageway Targets				
	Road Class			
	A	B	C	U
Target that RED condition shall be kept below	5%	7%	7%	10%
Percentage of Cat 1 safety defects made safe within response times			95%	
Percentage of safety inspections completed on time			85%	

Current Carriageway Service Standard

The current long term 20-year carriageway service standard is

Managed Decline

The forecast values in Table 5a below have been calculated using the CSS HAMP carriageway condition prediction model based on long term funding levels as specified in table 5d. This table should be read in conjunction with Table 5c.

A graphical representation of these condition profiles is shown in section 5.4 and 5.5.

Table 5a – Actual & Forecast Carriageway Condition Service Standards

	Measure	2021/22 Actual	2031 Forecast	2041 Forecast
Condition	% of A class carriageway that are in an overall poor condition (red)	2.8%	6.05%	21.85%
	% of B class carriageway that are in an overall poor condition (red)	3.3%	6.89%	21.07%
	% of C class carriageway that are in an overall poor condition (red)	4.6%	10.89%	25.26%
	% of U class carriageway that are in an overall poor condition (red)	1.5%	11.21%	27.06%
	% of U class carriageway that are in an overall poor condition (red & amber 1)	7.9%	42.01%	55.91%

Table 5b (i) - Historic Carriageway Levels of Service

	Measure	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Safety	Percentage of Cat 1 defects made safe within response times	96%	96%	96%	92%	97%	93%
	% of safety inspections completed on time	99.62%	99.84%	99.72%	82%	87.42%	99.60%
Condition	% of A class carriageway that are in an overall poor condition (red)	3.7%	3.4%	3.7%	3.5%	3.3%	2.6%
	% of B class carriageway that are in an overall poor condition (red)	6.5%	6.1%	5.6%	4.7%	5.6%	4.1%
	% of C class carriageway that are in an overall poor condition (red)	6.6%	6.9%	6.0%	5.8%	5.6%	4.5%
	% of U class carriageway that are in an overall poor condition (red & Amber 1)	n/a	n/a	n/a	10%	7.7%	9.8%

Table 5b (ii) - Historic Carriageway Levels of Service

	Measure	2010/11	2011/12	2012/13	2013/14	2014/15
Safety	Percentage of Cat 1 defects made safe within response times	n/a	n/a	n/a	n/a	86%
	% of safety inspections completed on time	80.68%	90.56%	98.49%	99.48%	99.58%
Condition	% of A class carriageway that are in an overall poor condition (red)	9.2%	6.9%	7.0%	4.0%	4.3%
	% of B class carriageway that are in an overall poor condition (red)	15.0%	9.6%	8.4%	8.2%	7.4%
	% of C class carriageway that are in an overall poor condition (red)	10.1%	11.4%	12.8%	10.1%	9.3%
	% of U class carriageway that are in an overall poor condition (red & Amber 1)	n/a	n/a	n/a	n/a	n/a

Utilising WG all Wales KPI's for classified road condition a benchmarking analysis has been undertaken to compare how Cardiff's classified road condition compares with other Welsh Local Authorities, see Tables in section 12 of this HAMP document. These KPI's only apply to the classified A, B and C class roads and are not undertaken on the U class (unclassified) network.

It must be noted that historically classified roads (20% of the network) attract a disproportionate amount of funding compared to unclassified roads (80% of the network). This funding allocation adopts a risk-based approach based on the classified network carrying significantly higher levels of traffic, often at higher speeds, than unclassified roads. As can be seen from Tables in Section 12 Cardiff's classified A, B and C class carriageway network conditions compare favourably against all Wales

averages. However, it should be noted an effect of this risk-based approach and the availability of maintenance budgets means classified roads are kept in a better condition than the unclassified roads. Unfortunately, the majority of residents will live adjacent to the unclassified network in residential areas and might not fully appreciate the increased investment in classified roads that they may use infrequently.

In late 2022 the Council introduced a vehicle mounted video data collection exercise utilising RoadAI technology commissioned to collect carriageway condition. The road Condition data generated by RoadAI can identify lengths of highway that are in various stages of deterioration feeding into the programming of improvement works. This survey is repeatable and will be undertaken on a cyclic basis, building an ongoing record of the changing condition of the carriageway network. At the time of preparation of this report, the RoadAI carriageway data was being processed and evaluated by the Highways Asset Team and a U class condition indicator will be developed from this data. Prior to this new RoadAI survey being implemented the condition of the unclassified network was measured via visual inspections undertaken by highway Safety Inspectors whilst carrying out their cyclic inspection of the highway network.

As previously discussed, the highway's teams adopt a risk-based approach to the development of highway improvement schemes and repairs. A number of innovative machine-based and manual survey techniques inform this process, for example:

- Vaisala RoadAI video survey (as discussed above)
- SCANNER machine-based laser condition survey of the classified A, B and C class carriageways.
- SCRIM skid resistance machine survey
- Manual pendulum test skid resistance surveys (localised areas)
- Cyclic safety inspections managed from inspection to repair via the AMX asset management system.
- Core tests and trial holes.
- Chemical analysis to identify existing tar-bound surfacing.
- Engineers site inspections.

5.3 Carriageway Investment Strategy

The carriageway investment strategy has been developed to maximise a whole life cost approach to maintenance management, to facilitate this a number of different carriageway improvement programmes are delivered on an annual basis as shown in Table 5c below.

Table 5c - Carriageway Treatment Strategies		
Category		Description
Preventative – Surface Treatments	Surface Dressing	High volume and our most cost effective treatment essential to maximise whole life cost of the road. This is only suitable where deterioration is not too advanced.
	Micro Asphalt	High volume and our second most cost effective treatment, essential to maximise whole life cost of the road where dressing is unsuitable due to poorer condition and a more robust solution is required
Resurfacing		The customers preferred choice of treatment used when the condition is too bad for a preventative option and generally replaces the top surface of asphalt of approx. 40mm
Strengthening	Structural Inlay	Replacing upper 2 surfaces of carriageway that has reached the end of its life, thicknesses of approx. 100mm.
	Reconstruction	Replacing carriageway that has reached the end of its life, thicknesses approx. 450mm and greater. Failure to undertake this repair may result in road closures
Routine and reactive localised repairs		Patching, localised carriageway improvements and repair of identified defects to current investigation and response times as defined in Policy Part C:001 Highway Safety Inspections. This investment is not included in the long term condition prediction modelling in table 5d.

As described in Section 2.2.1 and Section 4.3 the estimated level of steady state funding for the carriageway asset is **£4.8m per annum** (previously £3.075m per annum before recent cost of living increases). Steady State is a level of funding that maintains an asset in its current condition, neither improving nor deteriorating from an overall perspective. Maintenance funding below steady state will result in an ongoing deteriorating condition and consequent increasing maintenance backlog over time, the speed and level of deterioration is dependent on how far investment is below steady state.

The strategy illustrated in Table 5d below shows the capital investment levels used in the CSS prediction tools to generate the service standards shown on table 5a using the treatment options described in table 5c. It uses agreed budgets up to 2022/23 and **forecasts / estimated budgets** for the extended period to year 20. The specialist prediction tools were developed through the CSS Wales HAMP project are utilised to help predict deterioration over the 20 year period (see section 5.4).

Table 5d - Carriageway Capital Investment Strategy Profile (Table 5c Treatments Only)										
Treatment	Actual Capital Spend					Estimated (indicative) Capital Spend				
	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's	2027/42 £000's
Surface Treatments	815	750	1,002	829	642	500	500	500	500	646
Resurfacing	1,629	1,450	2,225	1,522	1,376	1,313	1,313	1,328	1,313	1,313
Strengthening/ Recon	960	38	611	441	391	537	537	548	537	391
Sub Total 1	3,404	2,239	3,838	2,791	2,409	2,350	2,350	2,376	2,350	2,350
Other Capital expenditure 2	1,200	1,562	1,534	1,648	1,068	1,000	1,000	1,000	1,000	1,000
Total Capital expenditure	4,604	3,800	5,373	4,439	3,477	3,350	3,350	3,376	3,350	3,350
Revenue expenditure	2,193	3,009	2,348	2,141						
Total Annual Investment	6,796	6,809	7,721	6,580	3,477	3,350	3,350	3,376	3,350	3,350

Sub Total¹ – this is the capital investment value modelled in the condition profile graphs in section 5.4

Other capital expenditure² – capital costs that are not modelled as part of the works programmes shown in section 5.4 such as localised highway improvement works and localised permanent patching (>50m²), legal fees, staff costs etc.

Whilst every effort is made to follow the investment strategy described above the actual allocation of funds between improvement programmes is dependent on a number of factors which can change on an annual basis e.g. actual overall budget settlements (increase or decrease), unexpected issues arising, political manifesto etc. These factors combined with the scheme selection process define the specific annual programmes of work.

5.3.1 Overview of Works Delivery

Highway improvement works are generally delivered through two main mechanisms:

- Localised improvement works – smaller reactive repairs to the carriageway or footway arising from cyclic highway safety inspections and Councillor/customer requests and complaints, and
- Larger scale capital works – schemes usually providing improvements to the whole or majority of the carriageway or footway.

Localised Improvement Works

Highway safety inspections are undertaken on the entire carriageway and footway network to identify defects that are likely to cause a danger or inconvenience to users. The inspection process follows a well-established format based on the UK highway code of practice "Well Managed Highway Infrastructure" and the County Surveyors Society Wales Risk Based Approach to highway safety inspections, this also forms the basis of the Councils defence against third party highway insurance claims which has proved to be very robust when the Council is challenged in court by those seeking compensation for personal injury or property claims and forms a key aspect of the Councils management of liability and risk.

These cyclic inspection frequencies are based on the network hierarchy of the street and the defect repair response times on the severity of the defect, both criteria are defined by the Highway Maintenance Safety Inspections Policy. Response times for undertaking repairs range in duration from next working day to next available work programme, these priorities relate directly to the severity of the defect and its location i.e. the more severe the defect and busy the location the sooner it will be programmed for repair, those defects that pose the lowest risk may be placed in the next programme of works category that will be prioritised based

on availability of budget and/or efficiency of delivery. Councillor and customer requests for service and complaints relating to localised highway improvements will also be inspected and prioritised using this process.

Larger Scale Capital Works

These works usually involve replacing the entire footway or carriageway with new material or protecting the existing with an impermeable weatherproof overlay, treatments include reconstruction, strengthening, resurfacing and preventative such as micro asphalt. These schemes are prioritised based on an evaluation of condition, usage and need with information coming from network surveys (machine based & visual as listed above), site inspections, safety inspector feedback and Councillor and customer requests and complaints. The data is collated and reviewed to form a draft priority list, final checks are made on each location identified on the list to determine the section that should be considered for treatment. The priority list is then finalised, taking into account the budget available for that treatment programme. Contracts for these works are let throughout the year and the available budget will define the overall number of schemes delivered, local members and residents will be notified of any proposed works. The decision to undertake maintenance schemes considers a balance between immediate need and the best long term solution for the network, for example the use of preventative surfacing within the suite of treatment options enables us to make the best use of the limited resources. However, it sometimes causes confusion when people see us working on roads or footways that appear to be in better condition than some others.

As stated above the works evaluation and delivery processes allow for local member and customer involvement by highlighting locations of concern and passing them onto the Highway Maintenance team for consideration via C2C (the Councils call centre) the Council App or Halo member portal.

5.3.2 Unforeseen Demand and Invest to Save Opportunities for Carriageways

As discussed above the service has robust condition assessment and scheme prioritisation processes to implement an effective improvement programme within varying levels of financial settlement. However, unexpected demands or invest to save opportunities do arise that require investment, in some instances these demands, or opportunities can be met by adjusting existing financial priorities but sometimes

costs are too high and pressure bids may need to be considered. Two examples of this are described below.

Carriageway Reconstruction.

Whilst some allowance is made to include this treatment in annual programmes of work the high cost of these schemes demands a disproportionate amount of the annual budget which would result in a significant reduction of remaining available funding for resurfacing and preventative schemes. Unfortunately, in addition to expected ongoing deterioration the carriageway network is experiencing particular challenges with its concrete roads that were treated with a crack and seat maintenance technique between 1998 and 2007, this treatment has in some locations come to the end of its life failing quite rapidly resulting in very poor condition roads where the only remaining maintenance option is reconstruction.

Carriageway Asphalt Preservation.

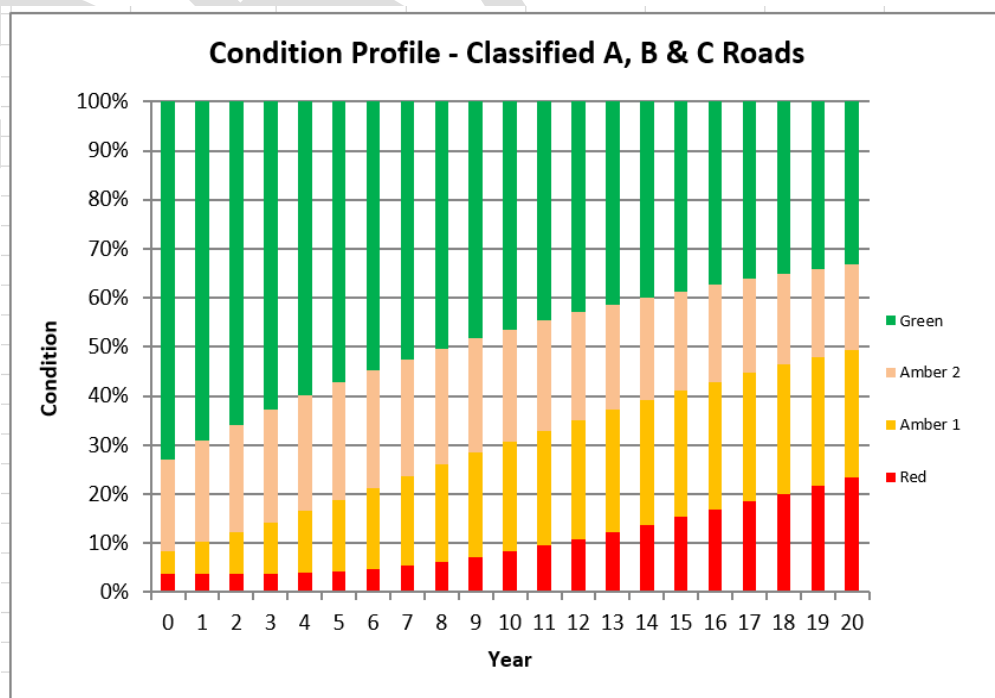
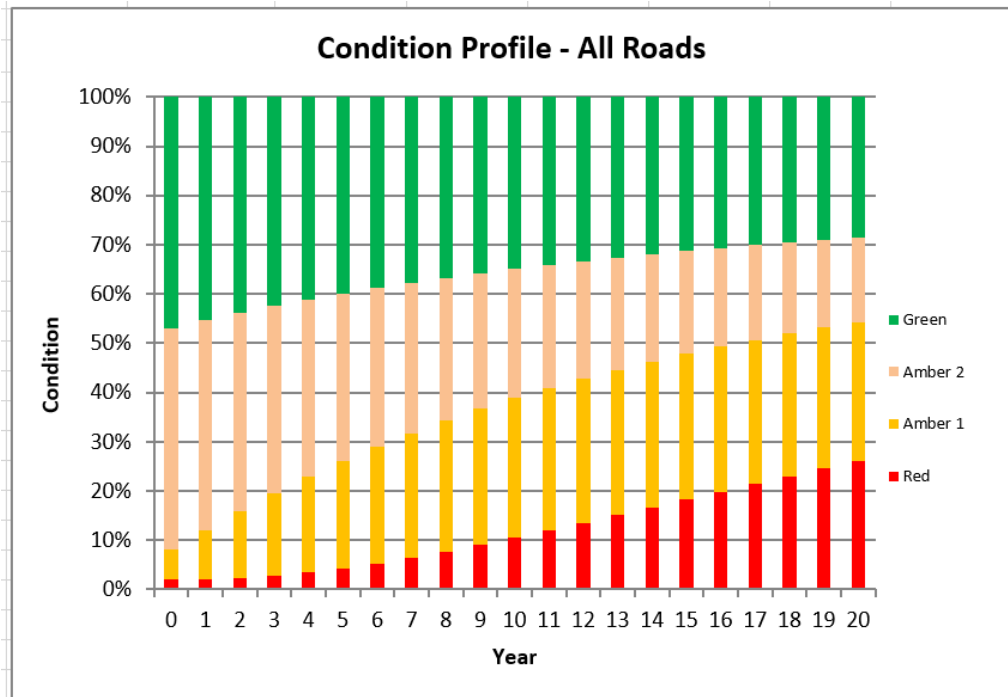
An example where an invest to save opportunity can't be afforded from existing budgets is carriageway asphalt preservation. Over time as the asphalt of a road surface ages micro cracks form allowing water and oxygen to penetrate accelerating the rate of deterioration by weakening the aggregate-bitumen bond. The asphalt preservation treatment is a spray-applied solution of petroleum bitumen and can penetrate up to 30mm on aged asphalt surfaces sealing microcracks and reducing ingress of water, oxygen, salts and contaminants, strengthening the binder-aggregate adhesion and reducing binder oxidation. This reduces aggregate loss and slows the formation of potholes, centre joint failure and other related defects therefore extending the life of the existing road surface.

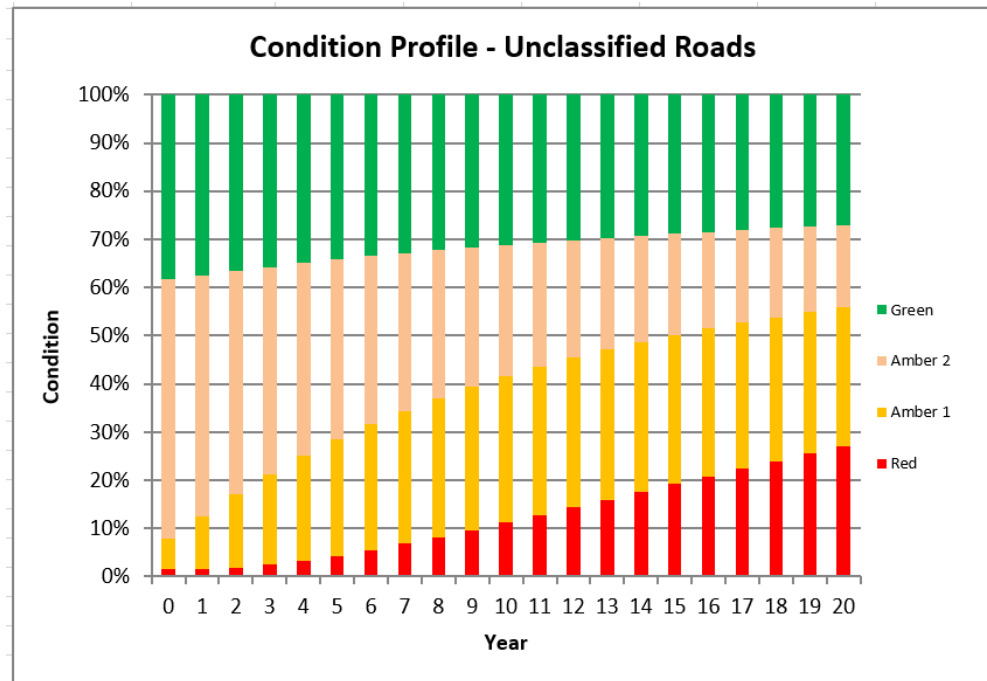
Early intervention when the road surface is in a reasonable condition (green and light amber roads) is essential for an asphalt preservation, the ideal time to treat the road is 2 years before the asphalt surface is expected to show visible surface defects. The asphalt preservation treatment is expected to extend the life of the carriageway surface course before it starts to exhibit defects by 5 years per treatment and can be treated at least 3 times, this maintains and holds the carriageway surface condition which provides a very low component of whole life cycle cost compared to other maintenance treatments and provides significant carbon reduction opportunities and up to 30,000m² can be laid in one shift. The approximate cost of Asphalt Preservation is £3.25m² compared to £25m² for conventional 40mm asphalt inlay.

The proposal to undertake a cyclic preservation treatment program to 70km of the strategic carriageway network on a 5-year recurring basis at a cost of approximately £350k per annum. The roads treated include A4232, A4234, A48 and A470 which form the key arterial routes into the city. Over the last 5 years these elements of the strategic network have received significant resurfacing investment due to their extremely high traffic volumes and the associated accelerated deterioration this produces. Applying an Asphalt preservation will protect this investment and enhance the life of these important routes during the treatment cycle (expected to be 15 years (i.e. 3no x 5 year cycles)).

5.4 Long Term Carriageway Condition Prediction

Utilising the CSS Wales carriageway condition prediction tools, the graphs below illustrate how the condition of the carriageway network is expected to change over a 20 year period based on the investment strategy shown in Table 5d.





Description of Carriageway Condition Profile Graphs (above):

There are a number of key features that this graph illustrates:

- The x-axis annotated YEAR illustrates the 20 year profile period with year 0 being 2021/22.
- The y-axis annotated CONDITION illustrates the overall spread of condition of the carriageway in a particular year. The red, amber and green colour coding is as described below and illustrates the proportion of a particular condition type (from good (green) to very poor (red)).
- The decreasing proportion of green and light amber illustrates the **reducing quantity of good & reasonable condition carriageway** over the 20 year period.
- The increasing proportion of red and dark amber illustrates the **increasing quantity of poor condition carriageway** over the 20 year period.

5.5 The Cost of Long-Term Carriageway Deterioration

Based on the levels of investment shown in Table 5d, the tables below quantify the progressive deterioration in carriageway condition and illustrate the cost of returning carriageways in the two worst condition (Red and Amber 1) to the current condition (Table 5.5.1).

% of Roads in a Red Condition Current Year	Road Class	% of Roads	Length of Network	% of Roads in a Amber 1 Condition Current Year	Road Class	% of Roads	Length of Network
	A	2.8%	2.40km		A	4.08%	3.51km
B	3.3%	0.84km	B	5.1%	1.30km		
C	4.6%	5.15km	C	5.18%	5.80km		
U	1.5%	13.13km	U	6.4%	56.05km		
RED Total			21.52km	AMBER 1 total			66.66km

% of Roads in a Red Condition Year 10	Road Class	% of Roads	Length of Network	Cost to Improve to Current Condition	% of Roads in a Amber 1 Condition YEAR 10	Road Class	% of Roads	Length of Network	Cost to Improve to Current Condition
	A	6.05%	5.20km	£1.84m – (2.8km)		A	22.86%	19.65km	£4.44m - (16.14km)
B	6.89%	1.75km	£465k – (0.91km)	B	24.48%	6.24km	£1.05m - (5.12km)		
C	10.89%	12.19km	£3.59m – (7.04km)	C	21.41%	23.97km	£3.89m - (18.17km)		
U	11.21%	98.18km	£37.2m – (85.05km)	U	30.37%	266.01km	£38.54m (209.96km)		
RED Totals			117km	£43.1m	AMBER 1 Totals			315km	£47.9m

Table. 5.5.3 – Cost to Return Year 20 Condition to Current

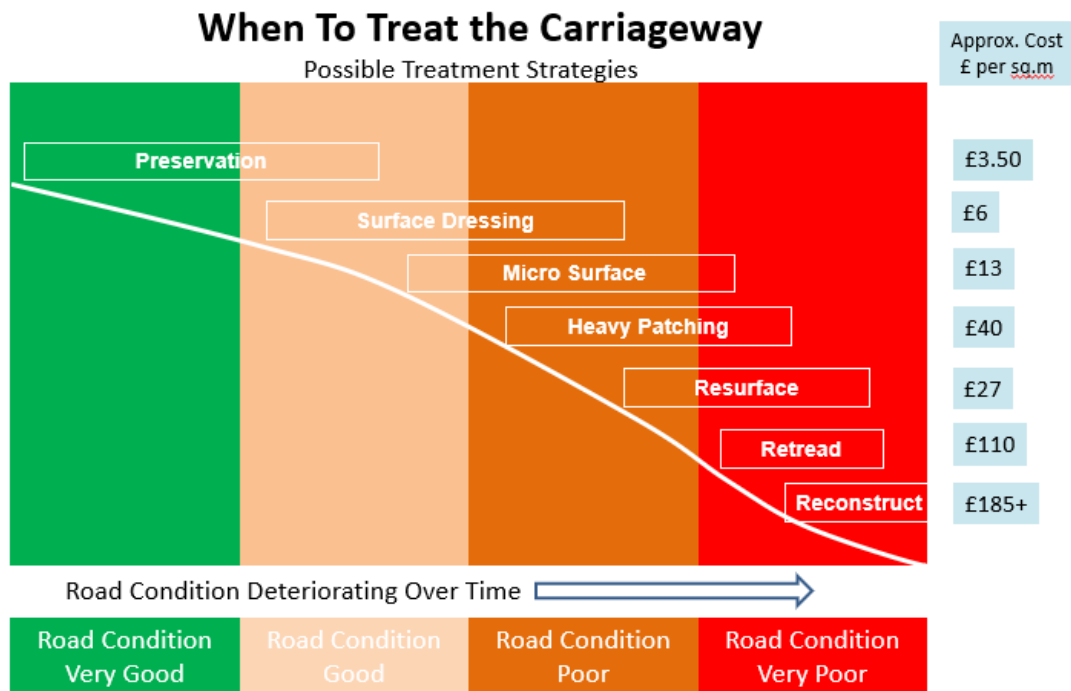
% of Roads in a Red Condition YEAR 20	Road Class	% of Roads	Length of Network	Cost to Improve to Current Condition	% of Roads in a Amber 1 Condition YEAR 20	Road Class	% of Roads	Length of Network	Cost to Improve to Current Condition
	A	21.85%	18.79km	£10.7m – (16.39km)		A	26.03%	22.38km	£5.19m - (18.87km)
B	21.07%	5.37km	£2.31m - (4.53km)	B	30.61%	7.81km	£1.39m - (6.51km)		
C	25.26%	28.29km	£11.8m – (23.14km)	C	25.21%	28.23km	£4.8m - (22.43km)		
U	27.06%	237.01km	£98m – (223.88km)	U	28.85%	252.69km	£36.1m - (196.64km)		
RED Totals			289km	£122.9m	AMBER 1 Totals			311km	£47.5m

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5.6 When to use Carriageway Treatments

The figure below illustrates the relationship between carriageway treatment types, their approximate cost and the correct time of intervention based on the condition of the road. It can be seen that as condition deteriorates the cost of an appropriate treatment increases.



The pictures below illustrate how the range of **poor and very poor condition** roads can differ.



5.7 Revenue Pressures on Carriageway Maintenance

Refer to section 4.4 for details of the current revenue pressures on the carriageway asset.

6. Management of Drainage

The Drainage asset comprises of a number of asset groups, including:

- Gullies
- Manholes
- Piped network
- Pumping Station
- Sustainable Drainage Assets
- Flood Defences
- Disused Spoil Tips

6.1 Drainage Service Standards

Cardiff Council are responsible for the management and maintenance of approximately 100,000 highway gullies, and an engineer's estimate of 1,000 manhole chambers and 100km of carrier pipe. The highways operational team operate on a reactive basis, responding to reports by members of the public, key stakeholders, and elected members.

A gully scheduling project is underway with phase 1 complete identifying capacity under current resources with phase 2 due to begin mid to late 2023.

6.1.1 Pumping Stations

The flood and coastal risk management team inspect and maintain a number of groundwater and foul pumping stations on behalf of other departments within the council. Monthly inspections are undertaken, and associated reports provided to the asset owner. Any remedial works are undertaken and managed with the prior agreement with the asset owner. The number of pumping stations and related information is detailed in the table below.

Ownership of Pumping Stations		
Category	Number	Asset Owner
Foul Pumping Station	4	Housing
Foul Pumping Station	1	Strategic Estates
Foul Pumping Station	3	Harbour Authority
Groundwater Pumping Station	8	Harbour Authority
Groundwater Pumping Station	3	Waste
Groundwater Pumping Station	6	Highway Structures (Subways)
Total	25	

6.1.2 Sustainable Drainage Systems (SuDS)

Due to the enactment of Schedule 3 of The Flood and Water Management Act 2010 by The Welsh Government on the 7th January 2019, Cardiff Council has a mandatory duty to adopt sustainable drainage assets of which 2 or more properties connect.

To gain SAB (SuDS Approval Body) approval a maintenance and inspection plan is required and once approved this plan is then utilised to ensure regular inspections are undertaken. Any remedial works will be arranged and undertaken as required.

At present due to the relative infancy of the legislation no assets have currently been adopted by Cardiff Council however the adopted asset number is expected to grow significantly during this HAMP period. However, the following Council implemented highway improvement schemes have incorporated SuDS; Greener Grangetown, Wood Street, Tudor Street, Senghennyd Road and Cowbridge Road East.

6.1.3 Flood Defence

There are currently many flood defences across the city with Cardiff Council having the responsibility for inspection and maintenance of assets such as flood embankments, attenuation basins, flood barriers and debris screens with associated telemetry.

The flood defence assets are inspected annually utilising the industry accepted T98 asset condition scoring method. Currently there is one member of the Flood and coastal risk management team that is a T98 accredited inspector however another member of the team is undertaking the accreditation during the 2023 / 2024 financial year.

6.1.4 Maintenance of Debris Screens on Watercourses

There are approximately 100 watercourse debris screens across the city that Cardiff Council highways operations team maintain. The highways operational teams attend the screens to ensure they are clear before any forecasted inclement weather and out of hours during storms events. 8 of these screens have flow monitoring telemetry installed due to the high risk of internal flooding should they become blocked. The locations are detailed below.

Ward	Number
Llanishen	1
Pentyrch	1
Rhiwbina	4
Whitchurch & Tongwynlais	2

6.1.5 Disused Coal Spoil Tips

A recent joint project undertaken by The Welsh Government & The Coal Authority has determined a large number of uncharted disused coal spoil tips are present throughout Wales. The coal tips are awarded a risk rating between A (least risk) to D (Highest Risk) and inspections are undertaken accordingly. The information regarding the coal tips under Cardiff Council's responsibility is detailed in the table below:

Coal Tip Category	Number	Inspection Frequency
A	1	Once every 2 years
B	8	Once a year
C	0 (1)	Once a month (on behalf of PCC)
D	1	Once a month

6.2 Drainage Investment Strategies

Investment strategies for the highway drainage are developed on a reactive basis responding to highway inspections, resident and elected members reports. However, where the demand for remedial works exceed the annual budgets, specific financial requests will be made.

The investment strategy for SuDS asset will be to utilise the Commuted Sums Payments paid by developers during the adoption process.

The flood risk revenue grant offered by The Welsh Government annually is utilised in part for investment in flood defence assets such as telemetry and debris screens.

6.3 Revenue Pressures on Drainage Assets

The removal of detritus from the highway channels (gutter) and cleansing of drainage gullies allows the free flow of rainwater off the highway into the drainage system to prevent flooding. The removal of rainwater from the highway also helps to maximise the life of the asphalt carriageway.

Water can be one of the most damaging elements to an asphalt surface. Moisture damage decreases strength and durability of asphalt, weakening the bond between the bitumen and the aggregate, thus speeding up deterioration forming potholes and cracking. When cracks form it allows water to seep under the surface, which is damaging to the base beneath. Extended exposure to these defects can have significant detrimental effects to the structure and foundation of the road.

It is very difficult to quantify the direct damage to the carriageway caused by the effects of standing water because of blocked drains and channels. However, reductions in revenue investment for cyclic gully emptying and street sweeping functions, and their consequent reduced frequency, can be attributed to accelerated carriageway deterioration as described above.

As flood defence assets advance along their design life inspection and maintenance is undertaken using Revenue budgets. These assets are critical for the protection of a large number of residential and commercial properties from a range of flood risk sources.

7. Management of Footways

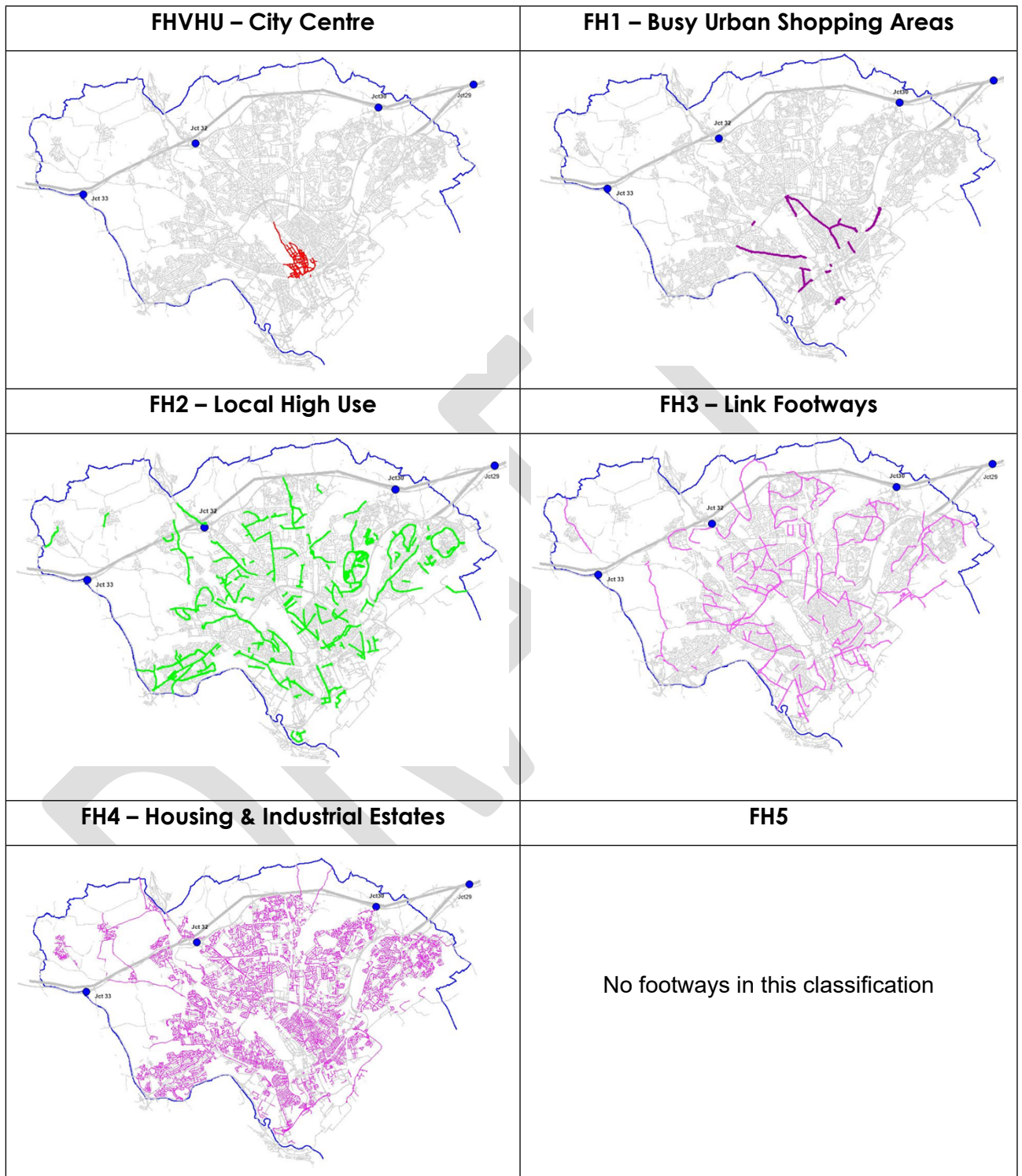
7.1 Footway Lengths

The table below shows Cardiff's footway network lengths

Footway Hierarchy	Length (km)	% of Total Length
FHVHU	26	2%
FH1	25	2%
FH2	209	15%
FH3	205	14%
FH4	958	67%
FH5	0	0
Total	1423km	

Footway Hierarchy	Description
FHVHU	Very Heavily Used - busy areas of the city centre e.g. Queen St, Hayes, St Mary St, John St
FH1	Busy urban shopping & business areas e.g. Albany Rd, City Rd, Cowbridge Rd
FH2	Footways outside busy public buildings such as train/bus stations, hospitals, schools and colleges or small parade of shops etc. that generate significantly higher levels of use than the adjacent footways.
FH3	Footways that link housing estates and industrial estates to other centres/routes
FH4	All other footways including footways in housing areas where footfall levels are expected to be medium or low.
FH5	The little used rural footways where usage is expected to be below 100 pedestrians per day.

The figure below shows the extents of each classification of footway



7.2 Footway Service Standards

The table below shows the service standards that users can expect from the footway assets during the plan period.

Footway Service Standards						
	Measure	2017/18	2018/19	2019/20	2020/21	Target
Safety	Percentage of Cat 1 defects made safe within response times	96%	92%	97%	93%	95%
	% of safety inspections completed on time	99.72%	82%	87.42%	99.60%	85%

7.3 Footway Condition Surveys

At time of preparation of this document, current footway network condition data is unavailable. Plans are underway to implement a network wide condition survey undertaken by Highway Safety Inspectors at the same time as their cyclic inspections. A FNS (footway network survey) condition survey was undertaken in 2012; however, its age makes it unsuitable for use with the footway condition forecasting software (similar to that used for carriageways).

7.4 Footway Investment Strategies

Footway investment strategies have been developed to maximise the whole life cost approach to footway maintenance management, to facilitate this a number of separate footway improvement programmes are delivered on an annual basis (see categories below).

Category	Description
Routine and Reactive Localised Repair	Repair of identified defects or to current inspection and response requirements as defined in Policy Part C:001 Highway Safety Inspections
Planned Maintenance Preventative surface treatment – Micro Asphalt	High volume and our most cost-effective footway treatment essential to maximise whole life cost but only suitable where deterioration is not too advanced.
Planned Maintenance Corrective – Resurfacing & Reconstruction	Often the only suitable footway treatment. May include the wholesale replacement of the footway including its foundation, replacement of existing deteriorated macadam or replacing broken and dangerous slabs with more resilient asphalt, kerbs will also often need replacing.

As described in Section 2.2.1 and Section 4.3 the estimated level of steady state funding for the footway asset is **£3.7m per annum** (previously £2.4m per annum before recent cost of living increases). Steady State is a level of funding that maintains an asset in its current condition, neither improving nor deteriorating from an overall perspective. Maintenance funding below steady state will result in an ongoing deteriorating condition and consequent increasing maintenance backlog over time, the speed and level of deterioration is dependent on how far investment is below steady state.

Treatment	Actual Capital Spend					Estimated (indicative) Capital Spend				
	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2023/24 £000's	2024/25 £000's	2025/26 £000's	2026/27 £000's	2027/42 £000's
Preventative - Micro Asphalt	291	58	4	0	643	223	129	129	129	129
Corrective - Resurfacing & Reconstruction	238	693	260	453	401	457	266	266	266	266
Sub Total	529	751	264	453	1044	680	395	395	395	395
Other Capital expenditure 1	275	210	602	534	841	200	200	200	200	200
Total Capital expenditure	805	961	866	988	1,885	880	595	595	595	595
Revenue expenditure	402	433	528	809						
Total Annual Investment	1,207	1,393	1,394	1,796	1,885	880	595	595	595	595

Other capital expenditure¹ – *capital costs that would not be modelled as part of a Steady State works calculation, includes localised footway improvement works and localised permanent patching (>20m²), legal fees, staff costs etc.*

7.5 Revenue Pressures on Footway Maintenance

Refer to section 4.4 for details of the current revenue pressures on the footway asset.

8. Management of Street Furniture & Road Markings

The general street furniture and road marking asset comprises of a number of asset groups, including:

- Bollards
- Pedestrian guardrail
- Seats
- Road markings
- Traffic signs & street nameplates

8.1 Street Furniture & Road Markings Service Standards

Street Furniture & Road Markings Standards						
	Measure	2017/18	2018/19	2019/20	2020/21	Target
Safety	Percentage of Cat 1 defects made safe within response times	96%	92%	97%	93%	95%
	% of safety inspections completed on time	99.72%	82%	87.42%	99.60%	85%

Safety defects for street furniture and road markings are managed through routine cyclic highway safety inspections. Due to the size and complexity of these asset groups only a limited inventory is currently available and detailed service standards have not been calculated or defined. The implementation and development of AMX has provided the functionality to collect, manage and update "child assets". It is proposed that this asset information is collected over time whilst undertaking routine maintenance activities and as described below utilising the new RoadAI video survey which was undertaken in late 2022 which will continue to develop a more robust dataset on which future informed decision making can be made.

8.2 Investment Strategies

Investment strategies for the street furniture and road marking assets are generally developed on a reactive basis responding to identified defects from safety inspections or customer requests.

However, programmes of planned maintenance are developed on a needs basis to address identified issues, in some cases specific financial requests are made where demand exceed in year budgets. It is anticipated that as understanding of the asset is enhanced following increased data collection (including RoadAI) targeted programmes of improvement will be identified and evaluated. Again, specific Capital and Revenue bids for increased funding may be considered where programmes cannot be accommodated within routine budgets.

8.3 Revenue Pressures on Street Furniture and Road Markings

A significant proportion of road marking, traffic sign and street furniture (bollards, pedestrian guardrail, benches, fences etc) repair and replacement is undertaken using Revenue budgets, other than those replaced as part of wholesale capital highway improvement schemes.

The Council depends on signing and lining for the efficient control and movement of traffic, for enforcement of traffic regulations and, most importantly, as an aid to road safety. Traffic signs and road markings are placed by the Council, through the powers provided by the Road Traffic Regulation Act 1984, to provide warnings, information and details of restrictions to road users.

8.3.1 Road Markings

While faded road markings are not illegal in a definite black-and-white sense, the legislation of the Road Traffic Act 1988 outlines that roads must be safe for users. Therefore, if an accident were to occur due to the lack of road markings, or the inadequate quality of them, then the responsibility may well lie with the Council. An incident caused as a direct result of road marking quality could therefore be a violation of the law. In addition, missing, faded or incorrect road markings make parking restrictions unenforceable.

The recent RoadAI video survey of the highway network has identified that over 300km of the surveyed road markings were in the <25% condition value. At the time of preparation of this report, the RoadAI road marking data was being processed and evaluated by the Highways Asset Team. This data will enable us to establish a maintenance backlog and make more informed bids for planned improvement programmes.

8.3.2 Traffic Signs

Restrictions are legally unenforceable if the signs are missing, incorrect, wrongly orientated or obscured. Again, the legislation of the Road Traffic Act 1988 outlines that roads must be safe for users as described above.

Sign cleaning is undertaken following Councillor or customer request or where inspections have identified badly obscured signs. However, due to restricted Revenue budgets, a cyclic sign cleaning programme is unaffordable.

The replacement of faded, missing or damaged street nameplates is a good example of a continual demand on revenue maintenance budgets. During the three-year period 2020-2023 400 nameplates were replaced on approximately 200 streets at a cost of circa £60k. However, a backlog of 690 nameplates remains at an approx. replacement cost of £103k, at current investment rates this backlog will take more than 5 years to replace. (That is, if no more defective units were added to the backlog).

The recent RoadAI video survey has identified 23,800 traffic signs on the road network. At present the software is unable to automatically categorise sign condition. However, desk top analysis can be undertaken, and condition recorded against each asset. At the time of preparation of this report, the RoadAI traffic sign data was being processed and evaluated by the Highways Asset Team. This data will enable us to establish a maintenance backlog and make more informed bids for planned improvement programmes.

9. Management of Street Lighting

The Street lighting asset comprises of the following main asset groups:

- 39,054 Lighting Columns
- 4,093 Illuminated Signs
- 522 Illuminated Bollards
- 642 Zebra crossing belisha beacons
- 56 School crossing patrol flashing units

The management of Cardiff Councils Street Lighting asset provides a continuous inspection process which identifies defects that are recorded and managed utilising the Mayrise asset management system. Electrical Inspections and non-destructive structural inspections are undertaken on a cyclic basis with lens cleaning of lamps being undertaken at the same time as the electrical test.

9.1 Street Lighting Service Standards

The Council or its contractor carries out reactive maintenance on the street lighting asset generally resulting from the following incidents, the timescales for rectifying these damaged or missing assets follows a risk-based approach:

- Third party accident damage
- Identified failures from inspections, customer complaints and Central Management System.
- Vandalism

Average Time Taken to Restore Lanterns to Full Working Order							
Fault Performance	2015-2016	2016-2017	2017-2018	2018-2019	2019-2020	2020-2021	2021-2022
Average time (in days) taken to restore lanterns to full working order (authority or electricity supplier problem)	6.47	6.56	6.66	3.71	3.85	4.49	3.0
Average time (in days) for authority to restore lanterns to full working order from report (excluding electricity supplier fault)	6	6.2	5.2	2.95	5.67	7.2	7.5

Requests for additional street lighting will generally consider the following criteria, with each request being dealt with on its individual merit:

- The reason for the request
- Consequence of the proposed change
- The impact of change on the existing lighting layout
- The future servicing of the unit
- The impact of the proposal on neighbours, communities, and other stakeholders
- Road safety issues
- Environmental issues

9.2 Street Lighting Investment Strategies

The three main principles underpinning the Street lighting investment strategy are energy use, price reduction and carbon reduction. Thus, supporting the current ongoing implementation of LED units described below.

The Council has had an ongoing programme of replacing existing lighting units with modern efficient LED units across the entire network. Due to the efficiencies associated with LED and its reduced energy consumption it will contribute towards the Councils carbon reduction targets, it is now the product of choice and conversely the production of traditional lighting has reduced. The LED street lighting programme directly supports the corporate One Planet Cardiff objectives by improving the sustainability of the city both financially and environmentally, by reducing the operation energy requirements for lighting and associated CO2 emissions. Furthermore, the LED street lighting technology adopts Smart City approaches to managing infrastructure by the introduction of a Central Management System.

Aluminium columns are also now extensively used due to their increased life expectancy over traditional galvanised steel columns.

9.3 Revenue Pressures on Street Lighting

Ongoing price increases (and fluctuating costs) for street lighting energy places a particular demand on Council Revenue funding. Many repairs to street lighting apparatus such as replacement of failed electrical components, upgrade of equipment and replacement of damaged units can only be funded by Revenue and limited

budgets to undertake these repairs reduces the resilience of the Street Lighting asset. Limited Revenue funding cause particular problems in resolving issues with defective illuminated signs and keep left bollards, all of which play a key role in the safe use of the highway network.

The manufacture of Fluorescent tubes used in illuminated signs is decreasing in line with new legislation and decreasing requirements within other industries which will require existing signs to be either replaced with an LED equivalent or de-illuminated if regulations permit. Whilst this increases initial pressures on budgets, longer term savings will be possible with reduced energy and maintenance costs along with CO2 reductions.

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10. Management of Structures

Cardiff Council's Highways Structures Asset consists of:

- 1 Tunnel
- >150 Bridges
- >190 Culverts
- >150 retaining walls and subways

The management of Cardiff Council's 504 highway structures entails a continuous inspection process that identifies defects that are recorded on the AMX system. General Inspections are carried out every 2 years and Principal Inspection carried out every 6 years. A Principal Inspection is a close examination of a Structure requiring careful planning and liaison with third parties e.g., Network Rail and Transport for Wales for rail bridges. Special Inspections are undertaken when further investigation of the condition of a structure is required or following impact from a vehicle traffic collision. In addition, Structural Assessments are carried out to review the bridge vehicle loading capacity to ensure the structure is fit for purpose to enable Abnormal Loads notifications to be validated within the prescribed time scales.

10.1 Structures Service Standards

The service level standard for highway structures is determined by inspections in accordance with the Code of Practice for the "Management of Highway Structures".

The table below shows Bridge Condition Indicators (BCI) of the bridge stock for the last five years, based upon the outcome of inspections completed. While the Average Condition indicator (BCI(av)) is fairly steady, the Critical Condition indicator (BCI(Crit)) for the significant elements of the bridge structure is declining.

In 2022 the Average Condition is 85.31 is classed as Good. The Critical condition is 66.38 classed as fair.

Financial Year	2018	2019	2020	2021	2022
BCI (Av.)	87.5	86.96	85.96	85.64	85.31
BCI (Crit.)	73.1	70.51	67.42	66.41	66.38

10.2 Structures Investment Strategies

The investment strategy adopts a risk-based approach and is determined by the outcome of Principal Inspections, Structural Assessments and upgrading substandard structures. Prioritisation is based on the demand to ensure structures are 'safe for users and 'fit for purpose'. Intervention with appropriate investment can improve the longevity of a structure to achieve the desired 120-year design, minimising the risk of more substantial costs in the future.

Interim measures may be implemented if the condition of a structure has deteriorated to a poor level or following a Structural Assessment determining that a structure has become substandard. This may require a weight restriction to be imposed, or existing restrictions lowered until funding is available to strengthen the structure to the appropriate current requirements.

Subject to appropriate funding levels, Capital Investment plans and Life Cycle Planning for the Council's Bridge Stock, will reduce the need for repetitive and expensive reactive maintenance from the revenue budget.

10.3 Revenue Pressures on Structures Assets

Painting structures is an essential and cost-effective maintenance strategy to protect the integrity of steelwork and help achieve their design lives of 120 years. Painting prevents corrosion and the subsequent structural deterioration of metal components minimising expensive repairs to strengthen or replace corroded elements. The elements of a structure that benefit from painting are steel beams under the bridge deck, parapets (the fences on the edge of the structure) and complete footbridges.

Modern paintwork systems used on highway structures have a lifecycle of between 20 to 25 years, a significant improvement over older systems lasting from 12 and 15 years, thus extending new treatment cycles but limiting protection of older painted elements. It should be noted that access arrangements for carrying out painting can increase the cost of a scheme significantly, along with the legislative requirements of Railway companies and Natural Resources Wales over rivers.

The current revenue budget available for the maintenance of all Highway Structures is £130k, which is fully allocated to completing essential safety works and minor repairs. There is an estimated current backlog of £900k for painting Highway Structures that have significant steelwork components. Based on current inspection data the painting of structural steelwork comprises approximately 25% of a £4m maintenance backlog.

11. Management of Intelligent Transport Systems (ITS)

Cardiff Council's Intelligent Transport Systems Asset consists of:

- 182 signalised junctions
- 122 pedestrian crossings
- 18 Automatic rising bollards sites
- 9 Manual lift Assist rising bollard sites.
- 360 CCTV Cameras
- Dynamic signing systems, including:
 - 41 Variable message signs (VMS) LED signs
 - 22 Car Park Management LED Signs
 - 94 Rotating plank signs (RPS)
- North Road Lane Control System
- Real time bus information System including 390 shelter displays.
- 29 Speed & 18 Red Light Cameras Housings
- Fibreoptic and Copper cable communication system

The Council depends on signing and signalling for the efficient control and movement of traffic, for enforcement of traffic regulations and, most importantly, as an aid to road safety. Traffic signs are placed by the Council, through the powers provided by the Road Traffic Regulation Act 1984, to provide warnings, information and details of restrictions to road users. Traffic signals are a key tool in managing traffic. They are provided for a number of reasons – to manage flows and delays between main and side roads, to provide safe crossing places, and to reduce conflicts. They achieve this by separating conflicting traffic in time, and sometimes space, safely, efficiently and effectively. Note that the term “traffic” includes all road users: pedestrians, pedal cycles (which are vehicles), equestrians, public service vehicles, and motor vehicles.

11.1 Intelligent Transport System Service Standards

Response times for reactive maintenance on ITS assets are categorised as either urgent or non-urgent. Urgent faults will generally be classified as (but not limited to):

- Damage following an RTA,
- Asset not working,
- Assets displaying incorrect information,
- Power issues

- Assets damaged or in dangerous condition.

An annual site inspection is undertaken on the following assets checking components and equipment:

- Traffic Signals
- Automatic Rising Bollards
- Dynamic Signing Systems

Cyclic electrical testing is undertaken on all electrical installations. Specific cyclic maintenance and inspections are carried out on the moving components of Rotating Plank Signs and Automatic Rising Bollards.

Visual inspections are carried out as part of the periodic maintenance inspections and where structural issues are identified then a replacement is carried out or further structural tests are undertaken as required.

11.2 Intelligent Transport Systems Investment Strategies

The investment strategy for the ITS asset is generally developed on a reactive basis responding to identified defects from the maintenance contractor's periodic inspections, Urban Traffic Control real time faults and customer requests. The ITS asset is continually growing through the introduction of new schemes delivered by both developers and other Council teams. This growth in the ITS asset paces a continually increasing demand on maintenance budgets. ITS upgrades and replacements directly support the corporate One Planet Cardiff objectives by improving the sustainability of the city both financially and environmentally, by reducing the operation energy requirements and associated CO2 emissions.

11.3 Revenue Pressures on Intelligent Transport Systems

As with the Street Lighting asset ongoing price increases (and fluctuating costs) for energy places a particular demand on Council Revenue funding.

As stated above the latest ITS technology improves efficiency of the road network for all road users, providing better provision for pedestrians, cyclists and vulnerable road users as well as motor vehicles. Many repairs to ITS apparatus such as replacement of failed

components, upgrade of equipment and replacement of damaged units can only be funded by Revenue. Limited budgets to undertake these repairs reduces the resilience of the ITS asset.

Traffic signals have for many years been reliant on M32 Halogen capsule lamps and Cardiff like many other cities in the UK has a number of these legacy installations. The worldwide consumption of halogen lamps has however reduced significantly in recent years driven mainly by the advances in LED technology and as other major consumers of halogen lamps have transitioned, along with difficulties in obtaining raw materials, many manufacturers have ceased producing these products resulting in reduced availability and increased costs. These Halogen units are gradually being replaced with more efficient modern LED signal heads. However, these upgrades are not always as simple as replacing old halogen with new LED units, there are often compatibility issues with the existing signal controller that can significantly increase replacement costs. The advantages of using LED traffic lights are:

- Much greater energy efficiency which is good for the environment and produces a substantial reduction in the running costs of traffic signals.
- LED heads have a much longer lifetime between replacements, measured in years rather than months.
- Halogen signal heads suddenly fail at the end of their life, whereas the individual LEDs within each head will fail over a period of time, providing plenty of warning as to when to change the light - much safer than a sudden loss of a traffic signal aspect.
- Brighter illumination with better contrast against direct sunlight
- Reduction in CO2 from decreased energy and maintenance requirements

New installations benefit from the move towards the use of extra low voltage (ELV) equipment. Traffic signal sites have traditionally operated at the nominal mains voltage of 230v, operating traffic signal installations at a lower voltage of 48v offers several benefits:

- Reduces chances of an electric shock being received from an installation should a fault occur.
- When coupled with LED signal heads energy savings increase.

- Provides significant reductions in CO2 emissions due to lower power requirements, and reductions in raw material usage, resulting from the need for fewer street cables.

Additional pressures on ITS equipment include:

- The requirement to upgrade legacy obsolete analogue transmission equipment with digital IP
- The requirement to upgrade obsolete analogue CCTV cameras to digital HD.
- Obsolete components within LED VMS requiring complete sign renewal.
- Traffic Signal poles that require replacing due to age
- Traffic signal cabling and controllers that has been operated beyond its expected lifespan through carefully managed ongoing maintenance.

As described above limited Revenue funding places considerable pressure of the effective maintenance of the ITS asset.

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12. Benchmarking

Benchmarking data is available in the form of the carriageway condition performance indicators for the A, B and C class roads referenced in Section 5.2. The tables below provide a comparison of Welsh Highway Authorities road condition between 2012 and 2022.

Council	THS/012a - A Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	145.20	3.40%	3.10%	3.69%	2.70%	2.30%	3.20%	2.90%	4.00%	4.60%	3.00%
Blaenau Gwent	44.62	7.20%	4.80%	3.60%	2.60%	2.30%	2.60%	2.60%			
Bridgend	104.00	5.70%	5.00%	5.24%	4.70%	5.20%	4.50%	4.00%			
Caerphilly	96.60	5.00%	5.40%	4.16%	4.50%	4.30%	4.60%	3.90%	4.10%	3.00%	3.20%
Cardiff	152.00	7.00%	4.00%	4.29%	3.70%	4.10%	3.30%	3.50%	3.30%	2.60%	2.80%
Carmarthenshire	249.10	6.60%	4.70%	4.34%	4.60%	4.30%	4.10%	5.20%	5.40%	4.10%	3.60%
Ceredigion	158.30	6.60%	5.90%	4.90%	5.12%	4.10%	4.20%	4.70%		3.20%	
Conwy	118.06	4.30%	2.60%	2.87%	2.90%	3.10%	3.50%	3.90%	4.30%	3.90%	
Denbighshire	139.80	5.60%	3.70%	3.51%	3.00%	2.70%	2.70%	3.40%	3.60%	3.50%	2.60%
Flintshire	152.00	2.20%	1.50%	1.23%	1.40%	1.50%	1.40%	1.70%	2.20%	2.10%	
Gwynedd	310.20	5.20%	4.40%	3.53%	3.10%	3.50%	3.20%	3.30%	3.50%	2.80%	2.60%
Merthyr Tydfil	27.62	5.30%	5.60%	3.47%	3.30%	3.20%	3.30%	3.60%	3.70%	2.70%	
Monmouthshire	59.00	4.20%	3.00%	2.56%	2.30%	2.10%	2.40%	2.70%	2.60%	2.70%	
Neath Port Talbot	140.19	7.90%	6.80%	5.87%	4.50%	4.10%	4.50%	5.30%	5.00%		
Newport	51.30	3.10%	3.30%	2.58%	2.20%	2.60%	2.60%	2.30%	2.70%	2.30%	2.10%
Pembrokeshire	160.30	5.70%	4.50%	4.94%	4.60%	5.40%	5.40%	4.80%	4.40%	3.90%	3.90%
Powys	238.20	4.70%	5.00%	3.35%	2.80%	3.60%	3.90%	3.90%	3.90%	3.40%	3.00%
Rhondda Cynon Taf	165.40	7.60%	8.10%	8.01%	7.20%	5.70%	5.20%	4.90%	4.70%	4.60%	3.70%
Swansea	102.30	3.70%	3.90%	3.18%	3.30%	3.20%	3.20%	4.10%	4.00%	3.10%	2.60%
Torfaen	26.00	2.30%	1.50%	1.18%	1.40%	1.70%	2.10%	2.50%			
Vale of Glamorgan	73.90	6.80%	6.00%	5.62%	5.90%	5.90%	6.54%	6.30%	6.00%	5.10%	
Wrexham	110.00	2.90%	2.80%	2.70%	2.30%	2.40%	2.40%	3.30%	3.80%	3.20%	3.50%
Welsh Avg		5.14%	4.35%	3.86%	3.55%	3.51%	3.58%	3.76%	3.96%	3.38%	3.05%

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Council	THS/012b - B Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	122.50	7.50%	5.90%	5.11%	3.80%	3.20%	4.40%	3.80%	3.80%	3.80%	2.80%
Blaenau Gwent	17.95	8.10%	6.80%	5.48%	4.80%	5.10%	5.60%	5.60%			
Bridgend	30.90	7.70%	6.10%	4.84%	4.90%	3.30%	4.20%	3.90%			
Caerphilly	64.80	6.30%	4.80%	3.44%	4.10%	3.70%	3.60%	3.40%	3.30%	2.40%	2.20%
Cardiff	32.00	8.40%	8.20%	7.34%	6.50%	7.10%	5.60%	4.70%	5.60%	4.10%	3.30%
Carmarthenshire	331.50	7.70%	5.50%	3.61%	4.00%	3.50%	3.10%	4.20%	4.70%	3.40%	2.80%
Ceredigion	325.00	10.00%	7.70%	5.40%	5.17%	3.10%	3.00%	3.50%		2.00%	
Conwy	173.28	7.30%	6.50%	6.06%	4.30%	4.30%	4.30%	5.80%	5.90%	4.80%	
Denbighshire	133.70	9.30%	8.80%	7.71%	6.50%	5.80%	5.10%	4.70%	5.30%	5.00%	3.80%
Flintshire	78.00	2.80%	1.20%	1.34%	1.50%	1.30%	1.30%	1.40%	1.80%	1.90%	
Gwynedd	204.22	5.30%	4.70%	3.72%	3.40%	3.90%	3.80%	3.90%	3.90%	3.00%	2.50%
Merthyr Tydfil	12.13	11.80%	14.40%	10.83%	8.80%	8.60%	7.40%	6.20%	7.10%	7.20%	
Monmouthshire	151.00	6.10%	5.30%	5.30%	5.10%	4.30%	4.90%	4.70%	5.10%	5.20%	
Neath Port Talbot	63.42	6.70%	5.20%	4.04%	2.60%	2.40%	2.90%	2.90%	2.80%		
Newport	46.70	6.50%	6.00%	4.99%	4.00%	4.20%	4.40%	4.20%	5.00%	4.40%	3.10%
Pembrokeshire	240.90	6.90%	5.10%	4.97%	4.00%	4.40%	5.20%	5.60%	5.40%	4.10%	3.40%
Powys	604.10	9.40%	8.60%	5.98%	5.20%	5.50%	5.70%	5.30%	5.10%	4.50%	4.10%
Rhondda Cynon Taf	76.20	9.90%	8.40%	6.43%	7.10%	5.90%	6.20%	6.50%	6.20%	5.90%	4.80%
Swansea	101.60	5.70%	5.60%	4.04%	4.50%	5.00%	4.50%	5.10%	5.10%	4.20%	3.10%
Torfaen	17.00	6.20%	5.60%	5.60%	5.60%	4.20%	4.30%	4.80%			
Vale of Glamorgan	57.80	5.90%	4.80%	5.04%	4.70%	4.20%	4.96%	4.10%	5.10%	5.20%	
Wrexham	142.50	5.70%	4.60%	2.83%	2.70%	2.70%	2.40%	2.60%	2.90%	2.60%	3.00%
Welsh Avg		7.33%	6.35%	5.19%	4.69%	4.35%	4.40%	4.40%	4.67%	4.09%	3.24%

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Council	THS/012c - C Roads - % in Red Condition										
	Length (km)	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22
Anglesey	360.90	17.60%	17.60%	15.80%	13.40%	10.10%	8.90%	8.70%	8.20%	8.50%	8.20%
Blaenau Gwent	55.25	17.70%	10.50%	9.44%	7.00%	6.40%	6.10%	5.50%			
Bridgend	108.10	11.80%	11.40%	12.78%	10.10%	8.90%	8.60%	8.00%			
Caerphilly	152.40	13.40%	12.80%	9.90%	9.20%	8.70%	7.30%	6.60%	6.00%	4.90%	4.70%
Cardiff	106.00	12.80%	10.10%	9.29%	6.60%	6.90%	6.00%	5.80%	5.60%	4.50%	4.60%
Carmarthenshire	1,271.50	21.80%	20.40%	15.56%	13.70%	11.60%	11.90%	12.50%	12.50%	12.00%	11.70%
Ceredigion	840.60	22.60%	21.60%	21.90%	21.02%	19.10%	19.40%	17.30%		14.70%	
Conwy	485.86	13.80%	17.10%	16.95%	15.30%	15.70%	14.04%	15.40%	15.50%	15.10%	
Denbighshire	521.60	13.90%	14.50%	12.95%	13.30%	10.50%	10.20%	8.20%	8.30%	7.60%	7.50%
Flintshire	262.00	8.00%	6.90%	7.25%	6.30%	5.00%	5.30%	5.80%	4.90%	5.30%	
Gwynedd	923.25	10.30%	14.70%	14.23%	15.80%	15.20%	14.10%	14.50%	14.20%	12.90%	11.00%
Merthyr Tydfil	34.77	8.40%	6.70%	5.93%	5.20%	5.20%	4.00%	4.10%	3.90%	3.30%	
Monmouthshire	459.00	9.90%	14.20%	13.41%	12.30%	8.00%	7.70%	7.30%	7.60%	7.70%	
Neath Port Talbot	53.08	9.60%	8.20%	7.04%	5.90%	5.40%	5.30%	5.30%	5.70%		
Newport	142.40	11.00%	10.70%	10.63%	7.00%	6.90%	7.10%	6.90%	7.40%	6.40%	5.90%
Pembrokeshire	979.60	15.60%	14.90%	10.80%	7.50%	7.70%	7.20%	8.90%	9.40%	8.50%	7.60%
Powys	2,102.00	26.00%	26.70%	27.09%	25.10%	24.40%	23.00%	21.60%	22.00%	19.60%	17.90%
Rhondda Cynon Taf	123.50	13.90%	13.60%	13.28%	11.60%	10.20%	6.20%	3.00%	3.50%	3.40%	2.30%
Swansea	127.90	10.40%	10.10%	7.10%	7.30%	6.80%	6.70%	6.90%	7.00%	6.20%	5.20%
Torfaen	85.00	9.10%	8.70%	7.58%	7.00%	6.00%	5.30%	5.10%			
Vale of Glamorgan	311.30	16.20%	15.10%	13.91%	12.30%	11.20%	10.47%	9.70%	10.30%	8.10%	
Wrexham	370.50	21.00%	24.00%	21.55%	19.70%	18.50%	16.30%	16.20%	19.00%	18.90%	19.70%
Welsh Avg		14.31%	14.11%	12.93%	11.48%	10.38%	9.60%	9.24%	9.50%	9.31%	8.86%

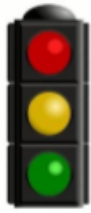
13. Risks to the Plan

Using the Councils corporate risk matrix, the risks that could prevent service standards being achieved are:

Ref	Risk Description	Inherent Risk			Current Control	Residual Risk		
		Likelihood	Impact	Priority		Likelihood	Impact	Priority
1	Available budgets have been assumed as shown in the financial section 4. However, external pressures could result in reduced funding in highway assets	C	3	MED	Target service standards will be revised to suit the reduced funding levels	D	4	LOW
2	Duration of investment levels are sustained for the period assumed. However, external pressures could result in reduced funding in highway assets.	C	3	MED	Target service standards will be revised to suit the reduced funding levels	D	4	LOW
3	Levels of defect and deterioration are based on current data which is limited for some assets. Asset deterioration could be more rapid than predicted and the investment required to meet targets is insufficient	C	4	LOW	Budgets and predictions will be revised and this plan updated	D	4	LOW
4	Levels of asset deterioration are based on routine predicted levels. However, unexpected catastrophic asset failure beyond routine funding levels could occur e.g. structural failure of bridge carriageway on principle network	C	2	MED	In year pressure bids made to cover costs of replacement to supplement existing funding levels	C	3	MED
5	Adverse weather could create higher levels of defects and deterioration than have been allowed for	C	3	MED	Budgets and predictions will be revised and this plan updated if abnormally harsh winters occur	D	4	LOW

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Risk Matrix and Definitions



High Priority	Red - Significant management action, control, evaluation or improvements required with continued proactive monitoring.
Medium Priority	Red / Amber - Seek cost effective management action, control, evaluation or improvements with continued proactive monitoring.
Medium Priority	Amber / Green - Seek cost effective control improvements if possible and/or monitor and review regularly.
Low Priority	Green - Seek control improvements if possible and/or monitor and review.

		IMPACT				
		1	2	3	4	
LIKELIHOOD	A	A1	A2	A3	A4	Likelihood: A. Very Likely B. Likely C. Possible D. Unlikely E. Very Unlikely Impact: 1. Major 2. Significant 3. Moderate 4. Minor
	B	B1	B2	B3	B4	
	C	C1	C2	C3	C4	
	D	D1	D2	D3	D4	
	E	E1	E2	E3	E4	

The 'LIKELIHOOD' table below provides a framework by which you can use to score the likelihood of your risk occurring giving a score of A being very likely to E being very unlikely.

Description	Probability	Criteria
A. Very Likely	75% + chance of occurrence	<ul style="list-style-type: none"> Expected to occur in most circumstances Circumstances and near misses frequently encountered (e.g. daily / weekly / monthly / quarterly)
B. Likely	50% - 74% chance of occurrence	<ul style="list-style-type: none"> Will probably occur in most circumstances Circumstances frequently encountered Near misses regularly encountered (e.g. once or twice a year)
C. Possible	30% - 49% chance of occurrence	<ul style="list-style-type: none"> Not likely to occur but a distinct possibility Circumstances regularly encountered Near misses occasionally experienced (e.g. every 1 - 3 years)
D. Unlikely	10% - 29% chance of occurrence	<ul style="list-style-type: none"> Not expected to happen but there is the potential Circumstances occasionally encountered Any near misses are infrequent (e.g. 3 years +)
E. Very Unlikely	Less than 10% chance of occurrence	<ul style="list-style-type: none"> May only happen in exceptional circumstances Has rarely / never happened before.

The 'IMPACT' table:

Description	1 - Major	2 - Significant	3 - Moderate	4 - Minor
Implications for Service and / or Achievement of Key Targets / Objectives	Major loss of service, including several important areas of service and / or protracted period Service Disruption 5+ Days Major impact on achievement of several key targets / objectives	Complete loss of an important service for a short period Significant effect to services in one or more areas for a period of weeks Service Disruption 3-5 Days Significant impact on achievement of a key target / objective or some impact on several	Moderate effect to an important service for a short period Adverse effect to services in one or more areas for a period of weeks Service Disruption 2-3 Days Moderate impact on achievement of one or more targets / objectives	Brief disruption of service Minor effect to non-crucial service Service Disruption 1 Day Minor impact on achievement of targets and objectives
Reputation	Adverse and persistent national media coverage Adverse central government response, involving (threat of) removal of delegated powers Officer(s) and / or Members forced to resign	Adverse publicity in professional / municipal press, affecting perception / standing in professional / local government community Adverse local publicity of a significant and persistent nature	Adverse local publicity / local public opinion Statutory prosecution of a non-serious nature	Contained within Directorate Complaint from individual / small group, of arguable merit
Health & Safety	Fatality (ies)	Incidents reportable to the HSE (i.e. specified injuries to workers, over seven days lost from work accidents, specified non-fatal accidents to non-workers, specified occupational diseases / dangerous occurrences / gas incidents). Cases of other injury's (not reportable to HSE).	Minor injuries No time lost from work	No injuries but incident has occurred
Failure to provide statutory duties / meet Legal Obligations	Multiple Litigation	Litigation	Ombudsman	Individual claims
Financial	Corporate Budget realignment	Budget adjustment across Directorates	Contained within Directorate	Contained within Section / Team
Implications for Partnership (e.g. objectives / deadlines)	Complete failure / breakdown of partnership	Significant impact on partnership or most of expected benefits fail	Adverse effect on partnering arrangements	Minimal impact on partnership
Implications for the Community or the Environment	Extensive, long-term impact Major public health / environmental incident or loss of significant community facility	Long-term environmental or social impact such as a chronic and / or significant discharge of pollutant	Short-term, local environmental or social impact such as a major fire	No lasting detrimental effect on the environment or the community e.g. noise, fumes, dust etc.
Stakeholders	Stakeholders would be unable to pursue their rights and entitlement and may face life threatening consequences	Stakeholders would experience considerable difficulty in pursuing rights and entitlements	Some minor effects on ability of stakeholders to pursue rights and entitlements, e.g. other sources or avenues would be available to stakeholders	The interests of stakeholders would not be affected

Mae'r dudalen hon yn wag yn fwriadol